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MAY JOURNAL OF SOCIAL WORK 1941

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Announcing

SOCIAL CASE WORK IN NATIONAL DEFENSE

THE CULTURAL APPROACH TO THE PROBLEMS OF SERVICE MEN AND THEIR FAMILIES

By PAULINE V. YOUNG, Ph.D.

Lecturer in Public Administration, University of Southern California: Author of "Scientific Social Surveys and Research," "Interviewing in Social Work," etc.: Co-editor of Social Work Technique Publications.

FOREWORD BY
FRED K. HOEHLER
Executive Director, Joint Army and Navy Committee on Welfare and Recreation; Director, American Public Welfare Association

NINE THINGS THIS BOOK WILL GIVE YOU:

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9. Practical ways in which case workers can help defend democracy and make life richer for families affected by defense program

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ASSOCIATE AND SPECIAL GROUP MEETINGS

AMERICAN ASSOCIATION ON MENTAL DEFICIENCY

Thursday, June 5, A.M.—With Assn. on Aid to Dependent Children, and Public Welfare Division.

Thursday, June 5, 2:00 P.M.—"Community Attempts at Coordinating Activities for Mental Defectives."

Friday, June 6, 2:00 P.M.—With National Committee for Mental Hygiene.

AMERICAN LEGION

National Child Welfare Division
Consultation booth throughout Conference
Luncheon session on Wednesday

AMERICAN HOME ECONOMICS ASSOCIATION

Social Welfare and Public Health Department
Invites delegates to visit booth to view exhibits of educational material and confer on family budgets, home economics and nutrition services.
Luncheon and afternoon session—Wednesday
Joint sessions—Tuesday and Thursday mornings, Thursday afternoon.

AMERICAN NATIONAL RED CROSS

Delegates invited to visit headquarters booth and attend the Red Cross luncheon on Wednesday, June 4th

AMERICAN PUBLIC WELFARE ASSOCIATION

- See program for National Conference
- Consultation service and exhibits

AMERICAN SOCIAL HYGIENE ASSOCIATION

Members and friends are invited to meet A.S.H.A. staff members at consultation booth, and to attend a joint meeting with the Church Conference of Social Work on Tuesday, June 3, at 2 P.M.

ASSOCIATION OF JUNIOR LEAGUES OF AMERICA, INC.

Consultation at Booth and Claridge Hotel
Members' meeting Tuesday afternoon, June 3rd
Joint meeting with the National Committee of Volunteers in Social Work, Tuesday afternoon, June 3rd
Layman's dinner Tuesday night, June 3rd

BIRTH CONTROL FEDERATION OF AMERICA, INC.

Consultation Service at headquarters, Ambassador Hotel and at exhibit booth
Program, Tuesday afternoon, June 3rd—Subject: Mobilizing our Human Resources

CHURCH CONFERENCE OF SOCIAL WORK

Headquarters—The Dennis
For further information write L. Foster Wood, secretary, 297 Fourth Avenue, New York

COMMITTEE ON SOCIAL RELATIONS,
American Association of Personal Finance Companies

Invites delegates to visit consultation booth at Atlantic City Conference and to attend meeting in Room B, Auditorium, at 2:00 P.M., June 5th, on SOCIAL CONSEQUENCES OF MODERN CONSUMER FINANCING METHODS. Presiding: Frederick I. Daniels. Speakers: Helen Hall, Director of Henry Street Settlement, and Edward L. Greene, Director of National Better Business Bureau. Open Discussion.

COMMUNITY CHESTS AND COUNCILS, INC.

Consultation Service—The Claridge

FAMILY WELFARE ASSOCIATION OF AMERICA

Headquarters, Ambassador Hotel
Tuesday afternoon: Membership Meeting
Thursday evening: Family Social Work Dinner
Publications Display at F.W.A.A. Booth

LIFE INSURANCE ADJUSTMENT BUREAU

Monday, June 2, 2:00 P.M.—Reports on State Relief Regulations Affecting Life Insurance.

Tuesday, June 3, 2:00 P.M.—"Information, Please" Program at which questions submitted in advance will be answered by "experts."

Wednesday, June 4, Luncheon 1:00 P.M.—Discussion of Selected Problems of Life Insurance Adjustment.

NATIONAL BOARD OF THE YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS OF THE UNITED STATES OF AMERICA

June 1 5:30 Buffet Supper, Y.W.C.A. delegates
June 3 4:00 Our Job as Supervisors of Club Leaders, of Professional Staff, of Students
June 4 3:30 Special Meeting Girl Reserve Secretaries
June 6 4:00 Our Vertical and Horizontal Relationships

NATIONAL CHILD LABOR COMMITTEE

June 6—Luncheon Meeting. Ambassador Hotel
Subject: Child Welfare Problems of Migratory Agricultural Workers and How the Farm Security Administration is Meeting Them.
A migratory farmer aided by the Farm Security Administration will be interviewed. Motion pictures will be shown.

NATIONAL CONFERENCE OF JEWISH SOCIAL WELFARE

Headquarters—Breakers Hotel
June 5—2 P.M. "Case Work Mergers," Ambassador Hotel
June 6—2 P.M. "Jewish Vocational Services," Ambassador Hotel
June 6—4 P.M. "Basic Problems in Refugee Service," Ambassador Hotel
Additional sessions and institutes will be held on June 7, 8 and 9, at the Breakers Hotel.

THE NATIONAL COUNCIL OF THE YOUNG MEN'S CHRISTIAN ASSOCIATIONS

Headquarters—Ritz-Carlton Hotel
Breakfast meeting Tuesday, June 3rd
and luncheon meeting Wednesday, June 4th.
Consultation and information at Association Press Booth

NATIONAL FEDERATION OF SETTLEMENTS

Headquarters: Hotel Dennis
Conference: Hotel Dennis, May 30th to June 2nd
Consultation Service at Booth, June 2nd to 6th

THE NATIONAL SOCIETY FOR CRIPPLED CHILDREN OF THE U. S. A., INC., ELYRIA, OHIO

Consultation service and literature at Society's Booth
June 2—2:00 P.M. Auditorium, Room 10
June 3—4:00 P.M. Solarium, Madison Hotel
June 5 and 6—11:00 A.M. Special study for Committee on the Physically Handicapped

NATIONAL SOCIETY FOR THE PREVENTION OF BLINDNESS, INC.

Consultation service and literature at Society's booth
June 2—2 P.M.—"Helping America by Saving Sight in Childhood"
June 5—2 P.M.—"Helping America by Saving Sight in Young Adults"

THE RUSSELL SAGE FOUNDATION

Invites delegates to the Atlantic City Conference to visit its large display of books, pamphlets, and bibliographies of interest to social workers. Staff members will be available for consultation.

SOCIAL WORK PUBLICITY COUNCIL

Practical discussions of publicity and public relations—display of literature—"Conference Follies"—consultation service. Delegates are invited to headquarters booth.

SURVEY ASSOCIATES, INC.

Survey Graphic and Survey Midmonthly. Book Exhibits. Meeting June 4 at 3:30 P.M. Speaker: Vera Micheles Dean.

68th National Conference of Social Work

Atlantic City, 1919—1936—1941

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First Term—June 24 to July 25
Second Term—July 28 to August 28

ACADEMIC YEAR 1941-42
Begins October 7

Announcements on Request

THE SOCIAL SERVICE REVIEW
Edited by EDITH ABBOTT
A Professional Quarterly for Social Workers

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So They Say

• Money alone does not buy good education. It buys quantity but not quality. —MAYOR F. H. LAGUARDIA, *New York.*

• Mrs. C. has become less hostile to case-worker, husband and general situation.—*Summary of case record in an unpublished study.*

• We must remember that democracy is not something fixed. Any particular democracy is an attempt to realize the democratic ideal.—JULIAN HUXLEY.

• Sometime ago a Visitor from this office was left at your home to be filled out and signed. Will you please forward it to this office as soon as possible. —*Letter to a client from an Indiana county welfare office.*

• Recent events have proved that history is made by those who make up their minds; provided they exist in sufficient numbers, provided they act promptly, resolutely and unitedly, and provided they select the most improved instruments.—RALPH BARTON PERRY *in "Shall Not Perish from the Earth."*

• You cannot say too often that the United States is a nation founded on an idea, and that's what makes it unique; not on blood ties or old customs, but on an idea. The preservation of that idea, republican democracy, is the only form of unity America has known.—ALISTAIR COOKE *in The Listener (London).*

• Social service: the effort of some of us to prevent the life blood being squeezed out of all of us.—*The late* DR. RICHARD C. CABOT.

• Like it or not, most of America still lives beyond the social work frontier. —LOWELL JUILLIARD CARR, *University of Michigan, in "Delinquency Control."*

• A public opinion that can express itself only in sermons is not likely to restrain the aggressive propensities of any powerful state.—ROBERT H. JACKSON, *U. S. Attorney General.*

• If all the investigating committees chosen in this country to inquire into public rascalities and private grafts and preventable disasters were laid end to end it would be a shame not to leave them that way.—IRVIN S. COBB *in "Exit Laughing."*

• Organization of any kind, however noble its initial purpose, stands between a man's conscience and his action. Its works may be beneficent but there is in it an inherent irresponsibility. We cannot do without organization as we cannot do without high explosives. Both need to be kept in safe hands.—ALVIN JOHNSON, *The New School for Social Research.*

• A certain amount of comfort is necessary for the practice of virtue.—ST. THOMAS AQUINAS.

• We cannot simply toot our horns and get democracy by curb service.—PROF. LEE M. BROOKS, *University of North Carolina.*

• Loyalty is a beautiful idea but you cannot create it by compulsion or force. —PROF. ZECHARIAH CHAFEE, JR., *Harvard Law School.*

• Where the Negro is most oppressed, other prejudices flourish like narcotic weeds. If the bell of intolerance tolls for one it tolls for all.—HENRY SEIDEL CANBY *in Saturday Review of Literature.*

• Please cancel my grandmother's assistance award. She left in such a hurry on her wedding trip that she forgot to tell you she will need no more help. She married an old sweetheart and his new oil well.—*Letter to Division of Old Age Assistance, Illinois Department of Public Welfare.*

• Every undernourished family, every person who is without proper medical care, every person living under crowded, unhealthy, unsanitary conditions is as truly a weak spot in the nation's defenses as an unguarded point on the coast line. —HARRIETT ELLIOTT, *National Defense Advisory Commission.*

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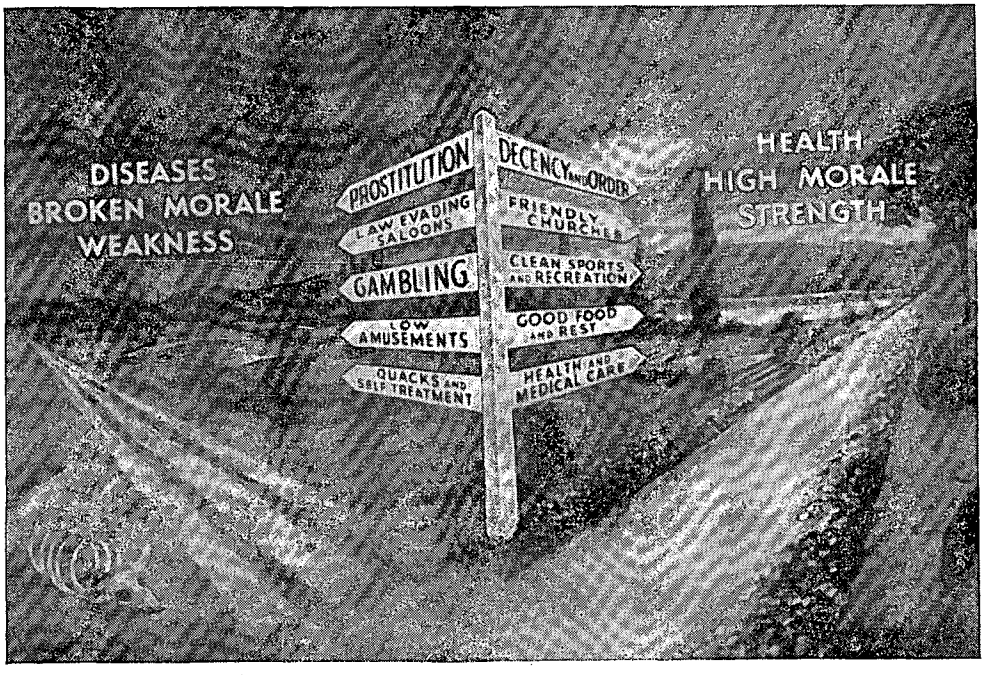
1. Military authorities do their part for the health and morale of the men in camps.

2. Communities must do theirs for the men on leave —give them "good times in good company."

3. There can be two roads to every town; which one ends at your town is up to you.

These stills from a new motion picture, "In Defense of the Nation," summarize its argument: the community near a camp, naval base, defense industry can prevent the spread of venereal diseases—which have hitherto increased in times of national emergency—by suppressing commercialized prostitution and offering men off duty wholesome recreation. Produced for the American Social Hygiene Association under the medical supervision of Dr. Walter Clarke, the film deserves wide distribution. It is available in 16mm and 35mm sound prints.



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SURVEY MIDMONTHLY

MAY 1941

VOL. LXXVII NO. 5

The Vice Problem and Defense

By BASCOM JOHNSON

Director, Division of Legal and Social Protection, Federal Security Agency

WHEN a million and a quarter young men are lifted out of ordinary home surroundings and go into the army and navy, one problem is sure to develop immediately in the vicinity of cantonments and naval stations. That is the question seized upon by headline writers as the "vice problem." From the standpoint of home and church, it involves moral laxity and undermining of character; from the standpoint of the doctors, it has to do with one of the most troublesome of infectious diseases; and from the standpoint of military service, it creates the most important single cause of impaired efficiency.

The problem is nothing new. The services and the towns near peacetime military and naval posts have had it continuously, as has also every city of any size in its civilian population. But even the active campaigns of recent years for treatment and attack on venereal disease have not waked us out of our apathy. Only now, when more than a million of the finest young manhood of our nation are in camps, are we beginning to take notice. And we are discovering that in many areas where the situation now seems most serious, present conditions are simply an exaggeration of previously existing problems, intensified and advertised by the impact of men in uniform or new defense workers.

In some areas, of course, the whole thing is new and shocking to old time residents. Small country towns have, for example, suddenly found themselves neighbors to new military encampments and have mushroomed overnight into cities with thousands of additional civilians. These "boom towns" have been confronted with a new problem of prostitution and venereal disease control—new to them at least in its size and implications. In many such communities, lack of the usual civic controls has been only temporary, and no continuing problem need be anticipated. In others, the outlying areas have harbored problems even when the town itself has been successful in maintaining its own standards. Outside the city limits, neighboring rural districts have been suddenly overrun with honky tonks, juke joints, roadhouses, and tourist camps, which seem beyond the best law enforcement efforts of county sheriffs and their few deputies.

But in the main, the places that give rise to serious concern to the Federal Security Agency and army and navy authorities are cities with a long standing "policy" about prostitution. A "policy" about prostitution usually means a segregated district, regulated by the health department.

More often than not, bad situations result, not from deliberate intention, but from a laissez faire attitude in the face of two diametrically opposed schools of thought.

One school maintains that prostitution cannot be suppressed; that therefore the public must learn to accept it on the basis of regulation; that regulation of prostitution is practicable when segregated districts are authorized within which the prostitutes practice, subject to periodical examination for venereal diseases and to treatment under quarantine or isolation if found infected. This view is held by many disinterested and earnest citizens who are not informed and do not understand the facts. It is obviously supported by members of the community who in one way or another stand to profit by recognized prostitution—some merchants, some doctors who treat venereal diseases, some criminal lawyers, and some real estate operators who deal in run-down properties. With these must be numbered the criminals and unscrupulous political manipulators who make "big money" out of prostitution through bribery, extortion, and intimidation, or who rely on the underworld to maintain their power.

THOSE who oppose segregation believe—and the facts support them—that no American city can enforce any such regulation; that no known system of periodic examination and treatment of infected persons can make or keep this system safe; that the existence of such districts only advertises prostitution, increases its open and clandestine practice within and without the designated areas, and hence promotes the potential spread of infection. The supporters of this school of thought maintain that the consistent enforcement of existing laws can greatly reduce prostitution—

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both in volume and in the amount of damage it does to the social structure, to the public health, and to the individual men and women involved.

This view was recently summed up in a letter sent by the Surgeon General of the Public Health Service to the Chairman of the Military Affairs Committee:

> No system has ever been devised that will be obeyed either by those who profit from prostitution or by the women themselves or the men who patronize them. Even the mildest supervision interferes with profits and fails to reach more than a small fraction of those who live by prostitution. Not even the most skilful physician can say with certainty from any known method of routine inspection that any given prostitute is non-infectious or that she will remain so for an hour. Moreover not even the most misguided health administrator or military officer who advocates brothels and medical inspection of women prostitutes makes any attempt to have the men examined who visit these women.

Again, in comparing the public health efforts made to control venereal diseases with the efforts needed for the control of prostitution, Dr. Parran points out that:

> United federal, state, and local efforts to provide diagnosis, medical care, and epidemiological work for syphilis and gonorrhea, with congressional appropriations for assistance to the states and their subdivisions, has already greatly stimulated and advanced the nationwide campaign against syphilis and gonorrhea. Similar federal laws and appropriations should be applied to break up interstate and intercommunity vice rings, to stamp out commercialized prostitution, and to stimulate state and local efforts to prevent sex delinquency and encourage rehabilitation of prostitutes and the provision of appropriate recreation.

THOUGH some communities are still experimenting with various forms of segregation, in many sections of the country citizens, lawmakers, and law-enforcers heartily second Dr. Parran's views. Out of trial and error they have learned the difficulties of other measures, and have now for some years steadily and consistently tried to reduce all forms of prostitution.

The really conclusive facts can be found in the records of the venereal rate in military concentrations before and after the adoption of a law enforcement program and the closing of segregated areas. The Federal Security Agency is willing to rest its case on that evidence. We recognize, of course, that a preventive policy with the men can lead to concealment and an apparent, rather than a real, reduction in infection. But the record on the border in 1916, in the various camps near cities during the last war and for some years thereafter, shows an immediate reduction in the rate when segregated areas were closed down. A year ago during southern maneuvers, a planned law enforcement program, replacing toleration, cut the rate in half in one month. One purely mathematical reason is worth mentioning: Within a given period of time, one inmate of a "protected" house can make five times as many contacts as would be possible for the same individual picking up clients on the streets—or even using taxicabs—under the constant risk of detection by a reasonably watchful police force. And that means reducing the chances of infection to at least one fifth.

One of the leading medical practitioners in this field puts it this way: Fifteen percent of the men in uniform are going to get in trouble anyway (but the chaplains say this proportion is too high); 15 percent would not think of it under any circumstances. If you drive prostitution underground and make it less available you are protecting the remaining 70 percent to just that extent.

Since September 1939, most of the effort to improve conditions in the areas near new army camps and naval stations has been made by a national voluntary organization, the American Social Hygiene Association, acting on request from the army, navy, and the Federal Security Agency of which the United States Public Health Service is a part. This effort was initiated as one item under a joint agreement, entered into by these three federal services, in which the Association also participated. This eight-point program reads:

> It is recognized that the following services should be developed by state and local health and police authorities in cooperation with the Medical Corps of the United States Army, the Bureau of Medicine and Surgery of the United States Navy, the United States Public Health Service, and interested voluntary organizations:
>
> 1. Early diagnosis and adequate treatment by the army and the navy of enlisted personnel infected with the venereal diseases.
>
> 2. Early diagnosis and treatment of the civilian population by the local health department.
>
> 3. When authentic information can be obtained as to the probable source of venereal disease infection of military or naval personnel, the facts will be reported by medical officers of the army or navy to the state or local health authorities as may be required. If additional authentic information is available as to extra-marital contacts with diseased military or naval personnel during the communicable stage, this should also be reported.
>
> 4. All contacts of enlisted men with infected civilians to be reported to the medical officers in charge of the army and navy by the local or state health authorities.
>
> 5. Recalcitrant infected persons with communicable syphilis or gonorrhea to be forcibly isolated during the period of communicability; in civilian populations, it is the duty of the local health authorities to obtain the assistance of the local police authorities in enforcing such isolation.
>
> 6. Decrease as far as possible the opportunities for contact with infected persons. The local police department is responsible for the repression of commercialized and clandestine prostitution. The local health departments, the State Health Department, the Public Health Service, the army, and the navy will cooperate with the local police authorities in repressing prostitution.
>
> 7. An aggressive program of education both among enlisted personnel and the civilian population regarding the dangers of the venereal diseases, the methods for preventing these infections, and the steps which should be taken if a person suspects that he is infected.
>
> 8. The local police and health authorities, the State Department of Health, the Public Health Service, the army, and the navy desire the assistance of representatives of the American Social Hygiene Association or affiliated social hygiene societies or other voluntary welfare organizations or groups in developing and stimulating public support for the above measures.

SECTION 6 of this statement—emphasizing "repression" and placing responsibility for it upon local police departments—was subsequently amplified and interpreted by specific letters and orders from the adjutant general of the army and the Bureau of Navigation of the navy. These definitions make it clear that any compromise im-

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plying toleration or segregation or licensing is out.

Congress has also been concerned in developing a national policy in this matter. A bill—H.R. 2475—introduced by Chairman May of the House Military Affairs Committee at the request of the army, navy, and American Social Hygiene Association was passed by the House on April 21, and is now before the Senate. This measure, reenacting Section 13 of the Draft Act of 1917, provides in substance that the Secretaries of War and Navy may set up zones of such radius as they deem necessary around military camps and naval stations, within which prostitution shall be a federal offense, to be prosecuted only by the Department of Justice. Experience during the World War showed that such federal legislation, which was judicially sustained by the Supreme Court of the United States, was effective in inducing sometimes reluctant state and local officers to enforce their own laws. It was necessary to bring only a few cases into federal courts. The published report of hearings on the present House bill show authoritative support from federal, state, and local official and civic leaders.

Meantime, the field work of the American Social Hygiene Association during the past sixteen months has helped to demonstrate the value of law enforcement measures. To aid state and local governments in these efforts, the federal security administrator, as coordinator of health, welfare, and related defense activities, has established a Division of Legal and Social Protection. In general, the program of this division will include studies of the nature and extent of conditions favoring prostitution and sex delinquency in the neighborhood of army and navy camps; of community needs and resources for remedying these conditions; of problems created by the influx of young girls in search of employment or adventure; and of the personnel and institutions available for temporary detention, classification, and referral to other agencies of women and girls who are in difficulty. Emphasis will be placed on providing protection, employment, or, when necessary, rehabilitation for women.

THIS information will form a basis for cooperation with local communities and will strengthen the hands of officials in taking such legal or administrative action as may be required. Where local resources are shown to be inadequate, recommendation will be made to the proper state or federal authorities for aid. On occasion, it will undoubtedly be appropriate and desirable for the field agents of this division to aid local authorities and voluntary agencies in testing out and establishing effective procedures, particularly with respect to protective and preventive measures for women and girls. Many small towns throughout the country have no agency, either official or voluntary, for protective work of this character—such as, for example, the work of the policewomen's division in Detroit and Washington, D. C. The progressive, well trained policewoman, in addition to her other qualifications, is a well-qualified social case worker experienced in aiding young people who are likely to get into difficulties. Her activities also tend to eliminate exploitation of young people by undesirable commercialized "amusement" concerns.

Certain educational responsibilities are outlined in Section 7 of the joint agreement quoted above. Under this section, the army and navy and the Federal Security Agency, including both the Public Health Service and the Division of Legal and Social Protection, recognize their obligation to strengthen public information. Through the programs conducted by the military and naval services, the case against exposure to disease will be presented to enlisted personnel by the chaplains and medical officers on religious, moral and health grounds, and full information will be given on the use of prophylactic measures. The U. S. Public Health Service, both directly and through state and local health agencies, will continue to inform civilians concerning the menace of these diseases to the public health, the importance of preventive measures, and the necessity for early and adequate treatment in case of infection. But the most successful education along all these lines may leave unanswered some fundamental questions concerning sexual needs which trouble many young men. These perplexities are a major cause for illicit sexual relations. To meet this need, the Division of Legal and Social Protection will undertake to make available sound factual information and the best scientific opinion on the sexual needs and problems of youth.

The division will have a staff which may total eighty persons, approximately half working in each of its two related fields—legal and social protection. The field staff will be decentralized as far as possible, operating under supervisors in the regional offices under the federal coordinator. The supervisors will have under their direction representatives stationed in various camp areas.

LEGAL and social protection is only one sector in the coordinated health and welfare program. Every effort will be made to integrate these and other activities, not only the federal and state levels, but also in the local communities. Local committees interested in legal and social protection will be tied in with over-all committees interested in the whole program wherever they are established in the community. The objective is to avoid wasted effort, duplication, and overlapping, and—still more important—to provide a well-rounded program of community services.

Public understanding and support is, of course, essential in this sector, as throughout the entire defense program. Genuine interest in maintaining morale and health is widespread, and is ably supported by the press, the radio, and by local leaders throughout the country. During the World War, American soldiers had the lowest venereal rate and best general health of any army in history. There is every evidence that they will equal or improve upon this record today.

Interest in and support for the efforts to prevent young girls from getting into difficulties in these camp towns is as genuine though perhaps less vocal. Less is known by the public about the problems of girls. In many respects this aspect of the program may well prove to be our most important activity. The protection of the migrant girl especially demands attention. Some national provision comparable to the CCC camps may need to be devised. Experiments by the states and local communities will perhaps point the way. It is hoped that the Division of Legal and Social Protection may be able to make its contribution toward the solution of this difficult and important problem.

Meantime an objective and constructive approach is being made to the problem of prostitution and venereal disease. Social and legal protection is an essential line of defense. But it must—and does—form part of a broader program through which wholesome recreation, decent housing, and all the other factors influencing individual and community welfare will also be maintained and strengthened.

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Social Security for Service Men

By EVERETT D. HAWKINS

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THE whole social security system needs reexamination in the light of the defense program. Many men who join the armed forces or who take jobs in government arsenals and navy yards will lose social insurance protection unless the legislation is modified. Special provisions are needed for the period of transition from a defense to a peace economy. After the last war, millions of men and women were unemployed in all of the industrial countries of the world. The Social Security Act was not devised to meet a war emergency or the even more difficult post-war adjustment. The social gains of the last decade cannot be maintained merely by keeping the same legislation; the laws must be adapted to meet the new situation. In a recent message to Congress, President Roosevelt called for "immediate improvement" in social security legislation. Now is the time for Congress to adopt the necessary changes; now, before Congress becomes too engrossed with other defense legislation to have time to consider the technicalities of social insurance provisions.

The House Ways and Means Committee and the Senate Finance Committee which must consider all new social security measures are busy at the moment with proposals to increase the tax income of the government. In order, therefore, to expedite the formulation of a truly representative bill to meet the problems arising out of the defense program, the President might call upon those groups most directly affected — the American Federation of Labor, the Congress of Industrial Organizations, the Chamber of Commerce of the United States, and the National Association of Manufacturers—to select two or three men to serve not as individuals, but as official representatives on a committee to draft proposals to submit to Congress. The collective strength of these voluntary organizations should be tapped in these times of national defense. The Social Security Board, the Railroad Retirement Board, the Treasury, and possibly the Veterans' Administration should also be represented. Experts on social insurance might be included to represent the public. The proposals of such a group could be welded into a comprehensive whole and would carry much weight with Congress because all the leading points of view would be represented.

Difficult and many would be the tasks of such a committee. The following list is only a partial one of the more important jobs which should be tackled. Some time is available now, but it soon may become the short factor.

1. The committee should make provisions for those who are drafted or who enlist.
2. It should look to the needs of those hired for defense purposes by the federal government in arsenals and navy yards.
3. It should try to eliminate all provisions which might impede the defense program.
4. It should face squarely the possibilities of severe post-war unemployment.
5. It should consider whether some of the millions excluded by the present act should not be brought within its protection.
6. It should decide upon the adequacy of payments now and in the future.
7. It should reexamine the whole financial basis of contributions (taxes).
8. It should try to simplify the administration for both employers and the government.
9. It should consider the appropriate sphere for state and federal action.
10. It should provide adequate, continuous representation for labor and management.

The first four problems involve the new conditions arising out of an extensive defense program, and the remaining are more general in their application. Careful consideration, however, will show how all of them are interrelated. For example, the task of adjusting legislation for drafted men is magnified because of fifty-one separate state unemployment insurance laws. This problem also involves a consideration of extent of coverage, adequacy of payments, and the basis of contributions.

To be specific, consider the case of John Green who voluntarily enlists or is drafted for a year. He gives up a job paying $30 a week and receives only $21 a month. The army, of course, provides him with board, lodging, clothing, laundry, and some entertainment. When he is demobilized, his old employer is supposed to rehire him for a year "unless the employer's circumstances have so changed as to make it impossible or unreasonable to do so." If the company's business slumps, it does not have to reemploy John Green. He then applies for unemployment insurance, but finds that he has greatly reduced rights, maybe none, depending on the state law, because for one year he served the nation and that is not considered "employment" under the state law. If John Green serves more than one year he may lose all rights to unemployment insurance and come out of the army with thousands of others facing a post-war slump with no protection.

John Green also will have his federal old age insurance reduced by one percent for each year he is in the army rather than in the employ of private industry. Presumably the first John Greens will be single men without dependents so that federal survivors' insurance is not an immediate issue, but John Green may want to get married. If he dies soon thereafter, his survivors might get no benefits because his army service would not be counted towards his minimum requirement of employment.

Most Americans would say that John Green should not be discriminated against in unemployment, old age and survivors' insurance because he served the government. The first task of the committee is, therefore, to preserve social insurance rights for drafted and enlisted men.

One of the first suggestions proposed for unemployment insurance was to freeze all rights as of the date of enlistment and to base unemployment benefits on rights acquired before that date. A uniform freezing principle is not simple to apply to fifty-one state schemes which have such different requirements and methods of calculating benefits. Men who had meager or no rights before enlistment, but might have acquired more if they had not been drafted, would be at a disadvantage in comparison with those who happened to have maximum rights on enlistment, although

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they all served the federal government on an equal footing for a year.

A second proposal has been made to count all service in the armed forces as *employment entitling a man to all social insurance rights*. Such a reasonable principle introduces several auxiliary questions. For example, how should the benefits be financed? The present taxes on private industry and its employes might be used. This raises the issue of the adequacy of these contributions in the light of the regular benefits, payments to enlisted men, and the possibility of severe post-war unemployment. A second method would require the federal government to contribute for all social insurance like any other employer, with the soldiers and sailors adding one percent for old age and survivors' insurance. Because army pay is so low, the government might assume the employe contribution and pay 5 percent—three for unemployment and two for old age and survivors'. But 5 percent of what? Army pay, army pay plus a sum for wages in kind, or some other figure which more nearly represents the basis used for calculating benefits in private industry? The army scale of pay is much lower for most men than their normal earnings, so that such a basis would discriminate against the enlisted men. Even if some arbitrary sum such as $30 a month were added to represent wages in kind (board, room, clothing, laundry, and entertainment) there might still be discrimination. The federal government might pay a tax of 5 percent on $30 a week, a sum which in private industry would in many states qualify John Green for maximum unemployment benefits of $15 a week. The annual cost per man would be $78; $62,400,000 for 800,000 trainees. For old age and survivors' insurance, all time served in the armed forces might count in the total used for determining eligibility and benefits, but average earnings might be calculated without the army service unless the man earned more while in the army than in civilian life.

Enough has been said to demonstrate the complexity of one of the problems which this committee faces. The rights of drafted men, however, cannot be solved apart from the other questions. Piecemeal amendments may be better than nothing, but fundamental changes would avoid many later difficulties. A comprehensive survey of social insurance in the light of new conditions is absolutely essential. Now, before any actual participation in war, is the time to make the necessary changes. Soon it may be too late to give the careful consideration which is so important in a highly technical field. Unless the social security laws are broadened now to protect the men who serve the government and their families, there may be a repetition of the bonus drives. A carefully devised program to meet economic emergencies when they arise seems vastly superior to haphazard raids on the Treasury after some of the veterans have suffered losses in income. Great Britain has already broadened its social insurance and assistance measures. In this country, both the American Federation of Labor and the Congress of Industrial Organizations have recently urged action. The President has called for continued progress in "security for those who need it." Congress has a vitally important job to revise the social security legislation to meet the problems of a defense economy.

The How and Why of Graded Rents

BY JOHN IHLDER

Executive Officer, The Alley Dwelling Authority, District of Columbia

SO rapid has been the course of events that the beginnings of public housing in this country seem almost like an old story, although it was really only in 1937, with the establishment of the United States Housing Authority, that there was official national acceptance of public responsibility to provide decent dwellings for American families. To be sure there was much discussion of public housing long before that. In 1933 there were certain depression-born projects under the stimulus of the National Recovery Act and even earlier there was the legislation creating the pioneer local housing agency in the country, the Alley Dwelling Authority, Washington, D. C.

Today there are some 577 public housing authorities—city, town, and county—and discussion no longer is of public housing per se but of the policies which must be evolved as the program expands and new problems arise. One of the problems with which many authorities are grappling is how rents can be adjusted within the framework of legal restrictions so as to meet the needs of a wider range of families in the low income group than is possible under the uniform rent schedule originally adopted. The USHA reports that nearly half of the projects under its jurisdiction are experimenting with various plans of graded and adjusted rents.

Because the Alley Dwelling Authority has had a consistent policy in the matter of graded or adjusted rents and has progressed beyond the experimental stage, its policy and experience seem worthy of study.

When the Alley Dwelling Act was drafted in 1929-30 there were no American precedents. There was more than a doubt as to its constitutionality. To guard against adverse court decisions, the proposal to rid Washington of its slums was based upon the established practice of the federal government in reclaiming swamps and arid areas.

In its earlier years, before public housing had been accepted nationally as more than an emergency depression-recovery measure, the Authority's operations were confined to squares which contained inhabited alleys—the original slums of Washington. After enactment of the U. S. Housing Act of 1937 the Authority secured amendments to its original act to empower it to acquire and build upon vacant land. Since then it has been able to carry on a balanced program of slum reclamation (redevelopment of a slum area for any use beneficial to the community) and provision of low rent housing on sites adapted to it. This program, of course, is conceived in terms of a long series of years with emphasis at any given time depending upon current conditions. At first the emphasis was upon slum reclamation; today, because Washington has a severe housing shortage, it is upon additional dwellings.

During those early years the Authority had no subsidy fund. It still has none for projects other than those financed

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by USHA loans. When public housing became national under the depression-emergency legislation, subsidies were introduced and were applied in terms of construction cost, 45 percent of which was written off so that rents could be based upon the remaining 55 percent only. The Authority opposed this form of subsidy as certain to defeat its announced purpose by raising costs rather than by lowering rents. That is exactly what happened.

When the USHA began operation in 1937 it adopted another form of subsidy by accompanying its loans to local authorities with annual contributions that almost equalled the interest on and amortization of all capital cost. This was applied to the property and cut all rents practically in half. The Alley Dwelling Authority opposed this form of subsidy also as certain to defeat the purpose of providing for all who are not properly provided for by private enterprise. Instead it proposed what it now calls a system of graded rents, sometimes called adjusted rents, under which the subsidy would be used in varying amounts to make up the difference between an economic rent and the rent which a family can afford to pay.

SOME who advocated the still prevalent method of subsidy on property and opposed the graded rent system, which applies to families, asserted that a housing subsidy has nothing to do with "charity," a word they seemed to think derogatory. They were opposed to accepting clients of relief agencies as tenants, saying that the housing of such families was the responsibility of the relief agencies, thus ignoring the possibility that there might not be enough decent low rent dwellings to accommodate them. The opposition, however, was broken down at conferences of public relief and housing officials held in 1939 under the auspices of the Public Administration Clearing House, when it was shown that some relief agencies had begun to build shack towns because their clients could not occupy public housing.

The Alley Dwelling Authority has maintained that housing subsidy is a form of public assistance for families whose incomes are inadequate to secure proper privately owned dwellings. From the beginning it has had among its tenants, clients of both public and private relief agencies as well as families on WPA. It has sought, however, to keep the number of families receiving other forms of material assistance from exceeding one quarter of those in any property. The purpose of this is social, to aid in family rehabilitation by maintaining communities in which self-dependent families predominate.

The ADA has properties where no subsidy is given, and others where there is subsidy. In the first, rents pay all costs including full real estate taxes. These it calls "economic rents," differing from "commercial rents" in that they do not include profit. Clients of relief agencies pay these non-subsidized rents as do the other tenants. These clients are ADA tenants because they cannot secure proper dwellings at lower rent. In its properties where subsidy is given, the ADA also sets economic rents to be paid by those of its tenants whose incomes are large enough to enable them to do so. It utilizes the subsidy to grade down the rents of other families according to their ability to pay.

Experience developed expected defects in the "half-rent" system. The half-rents were so far below commercial rents that they left a wide no-man's land between public housing and good private housing. At the same time tenants had to be able to pay the half-rents. This meant that public housing could serve only a thin stratum of the low income, poorly housed part of the population, leaving out large strata both above and below. The United States Housing Act prevents acceptance of a family whose income exceeds five times (or in the cases of large families, six times) the rent, and at the same time it virtually requires that the tenant must give assurance that he can pay the half-rent. Among the effects of this was strong temptation for tenants to conceal increases of income because the penalty of honesty was eviction and return to the slum. Some tenants even refused increase of wages because it would put them above the income limit.

The graded or adjusted rents of the Alley Dwelling Authority enable it to accept a tenant whose income is much below the half-rent limitation and to retain this tenant as he progresses economically until he is able to pay a full economic rent. Then, when private enterprise has provided proper dwellings which may be secured at one quarter of the tenant's income, he must move.

Theoretically the graded rents might be reduced to zero for families who are unemployed and not eligible for relief. Practically there is a bottom limit imposed by the law and by the cost of living. The law says that income may not exceed five times the rent. A one dollar rent would mean a monthly income not exceeding $5. Four dollars would buy very little food, clothes, and other necessities anywhere.

IN the District of Columbia, where living costs are comparatively high, the Alley Dwelling Authority has concluded, on the basis of a number of studies by social and other agencies, that a family of four needs an income of at least $55 a month. One fifth of $55 is $11. This happens to be the usual rent for one room in a slum tenement or for a dilapidated alley shack. So $11 is set as the lowest rent in ADA properties. This means that wages or relief must provide a monthly income of approximately $55. It also means that the unemployed-employables who are not eligible for relief in the District of Columbia are also not eligible for public housing. The remedy is to provide work or relief, not to provide a house with a bare larder and an empty clothes closet.

Families whose incomes increase pay increased rentals according to a definite schedule of incomes and rents, a copy of which is given to each tenant. In the lower grades the rent is increased $1 for each $5 of income increase; in the middle grades $1.50 for each $5 increase; in the higher grades, just below the economic rent level, $2 for each $5 increase. This is on the assumption that cost of food and clothing will remain approximately stable. So, as income increases, a larger proportion will be available for rent. If income decreases, rents are reduced. To provide against the possibility of a deficit resulting from decreases exceeding increases, the Authority has set up a reserve fund.

Before this system was put into effect there were dire prophesies that it would prove administratively unworkable and that there would be jealousy between tenants who are given similar accommodations for different rents. The system has its administrative difficulties, but it is not unworkable. The tenants seem to think it is a very fair proposition. Of course those whose rents have been raised because of increased income do not enjoy it much. But none has yet moved out.

The ADA's graded rents are not the perfect answer to a complicated problem, but they are the best we have been able to devise under the limitations that condition our

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action. They have, however, attracted wide attention. In a number of cities the old "half rent" subsidy has been divided among two or three rent levels which are called "graded" rents. This has an advantage in widening the economic stratum from which tenants may be drawn and in permitting those who enter at the bottom to stay longer before eviction, but it is only a palliative. In other cities, where there is a desire to retain the policy of applying the subsidy to the property, it is proposed to rent certain dwellings at one figure, others at a slightly higher figure, and so on, and then to move families as their incomes go up or down. This seems to the ADA impracticable; aside from costs of moving and redecorating there are such considerations as publicizing a family's varying fortunes and the difficulty of always having available a vacant dwelling of the required size. So the ADA believes its system of graded rents meets the conditions better than any other yet proposed.

We believe that this rent system provides a basis for an advance in social welfare. By means of it good housing is made a facility for social and economic progress, not only for tenants but also for the community, because it sets good housing standards and does this in a way that, we believe, is economically sound.

A Judge Looks at Social Work

By CLINTON W. ARESON

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FOUR years ago a visitor in Texas was greatly impressed by the extent of services to children by state and county organizations. Seven years earlier there had been no county services whatever and not even a state department of child welfare to instigate them. The change was striking. Still more striking, however, was the reception given his admiring comments on this evidence of progress. Not one Texan echoed his satisfaction or even seemed interested in it. They talked only of further progress, urgently needed.

Impressions of progress in welfare services as against needs are often impressions and nothing more. Conditioned by the observer's experience and predilections, by his post of observation, by his sense of distance come, they may or may not accord with the facts.

At the beginning of the century, a new observation post was set up when Illinois citizens forced through the legislature authorization for the first Juvenile Court in this country. Its purposes of rescue were definite, but not all of its development could be foreseen. No one, for example, was then thinking of it as the chief community resource in child welfare; or as the dispenser of money relief (mothers' aid in the Midwest and West); or as a strong influence toward the socialization of the penal law; or of the judge as the director of social agency policies. Least of all would its founders have expected leaders in social thought in Chicago itself to be calling for its replacement within a generation.

In the 1938 annual report of the Domestic Relations Court of the City of New York John Warren Hill, presiding justice, pictured the rough beginnings of the Children's Court in Manhattan in 1902 and contrasted early crudities with modern practice. In his 1939 report, philosophy and performance were described further with some comment on budgetary and other internal handicaps. Now comes a colleague, Justice Justine Wise Polier, five years on the bench of the same court, half of that time in Children's Court, to speak her mind on impressions gained from hearing hundreds of cases and fortified by a degree of thought and study of social matters unusual in a judge secure in a ten-year appointment. ["Everybody's Children —Nobody's Child," by Justine Wise Polier. Scribner. 331 pp. Price $2.75, postpaid by Survey Associates, Inc.]

It must be remembered that a judge in Juvenile Court is not forced by the demands of his position or of his legal standing to spend great effort on study. The language of the statute he administers is so broad that the law is practically what he says it is. In the cases he hears attorneys seldom appear to combat his reading of the statute. Even less frequently do appeals subject his decisions to review by a higher court. Probation staffs may discuss with him, even argue, the disposition of cases, but they know that the judicial word is the last word.

Educated as a lawyer, the judge must function as a therapist of social and personal maladies in the treatment of which he probably has had no training. Inevitably, the thoughtful judge has moments of frustration, as do others struggling with the difficulties of their fellows. Moreover, he is under a compulsion. He usually feels that he is "the Court," and that courts by nature have authority, and that when authority speaks, it ought to be obeyed. So one does find a sense that "the Court" not only should decide issues that may be in conflict, but should direct what is to be done by its probation officers for individual children and their families, and even at times what social agencies should do in "cooperating with the Court."

The statute under which Judge Polier serves enjoins the court to secure for children the care and protection that a wise parent would provide. But a court does not have within itself social substitutes for parents. It must seek them through social agencies. It can decree legal conditions that may increase their chances of success, as when a child is shielded from destructive parents. In many jurisdictions the court may support him from the public purse. It may furnish a mixture of case work and authority, where case work seems to have failed, by placing him on probation.

Judge Polier is most concerned at the lack of provision, sometimes the lack of response, by social agencies which, in her opinion, curtails the effective authority of the court to have its directions carried out. She faces a dilemma old in social work. "Family" agencies, "children's" agencies, "modern" institutions have all felt the pull of clients' needs and have thought of doing a "complete job." There seems to be logic in the idea, yet somehow apparently it does not work. Some courts place children in foster homes, usually not very successfully; many operate detention homes where children may stay too long or be interned "to be taught a lesson." Courts are faced with the hardest demands, they should be conscious of the shortcomings

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of their communities. This book gives full weight to the peculiar shortcomings of social agency equipment in New York City. But, mercifully, it does not propose expansion of the court as the remedy.

Demand for improvement is Judge Polier's theme. The particulars reflect local difficulties and do not yield a general pattern. Important changes of public policy are not dwelt upon. She does not mention the undeniable effect on the work of the New York City court when the state signed up with the federal government to implement Aid to Dependent Children and the number of cases aided rose from 5,000 to 16,000 in a brief period of time. To place the resources of the federal government behind aid to children was one of the great decisions in welfare history. Strengthening the services of the State Department of Welfare, demanded by the author, also is flowing from this same federal reenforcement.

JUDGE POLIER'S repeated demand for more and more public service as opposed to the present equipment of private resources has something of the sound of a saving formula. At the meetings of the White House Conference on Children in a Democracy the formula of federal aid made its appearance very early, but in rather special connections. Where sparsely settled states neither could raise large funds nor furnish leadership for adequate services; where accepted techniques of health and education made inclusive programs likely to succeed; where migrants were disowned and child laborers exploited, in such instances the formula had ready acceptance. But there would have been few, I think, to place citizen leadership in a community like New York in opposition to the directing voice of the state.

As a matter of fact, the author cites citizen projects as responsible for progress in public services although she speaks plain words about the inadequacies of the New York Society for Prevention of Cruelty to Children as revealed by a municipal study now five years old. Under New York State law the Department of Welfare, in the person of the commissioner, has all the authority necessary for the services, except shelter, now given by the SPCC, and in recent years the department might have planned to absorb them. Although the present inadequacies were long since brought to the attention of the proper officials the implicit obligation has not been assumed.

Doubtless New York is more plagued than newer communities with vested interests in welfare. But Judge Polier seems disturbed by those interests in the private agency field. "Vested" is not a characteristic of any one sphere of interest. Sometimes the courts themselves develop this trait. The author would have the New York court better able to have its directions followed. It is a modest purpose compared to proposals that appear in the legislature to give each and every Children's Court in the state the authority to direct the program, length of stay, and discharge each and every boy and girl in the three state training schools.

Those in public service need neither envy nor resent the characteristics of private welfare. The recovery of injured lives will be accomplished by the application of knowledge and skill and the creation of an equitable social order. It will be retarded when sectarian interests, or traditional philanthropy, or an organization of civil service employes, or the authority of judges becomes a vested interest.

Perhaps it is too much to expect that the behavior of judges, admirably described by the author in general terms, should be dealt with critically by a colleague. The late J. Prentice Murphy once wrote of their ways under the title: "The Juvenile Court at the Bar." He found many of the judges' behaviorisms destructive alike of children and of the courts. Conversation with certain of those critics of the courts alluded to by Judge Polier revealed very clearly that judicial performance, as they had observed it, contributed heavily to their conclusion that a better mechanism should be developed. Probation officers spend much thought on the personal idiosyncrasies of judges in order to spare children in certain cases treatment that they should not have to endure. In courts with more than one judge it is not uncommon to avoid certain judges in favor of others more able to comprehend personal difficulties and social remedies. But as yet the qualifications of these powerful individuals who "sit at the center" of the court's processes are defined only in genial platitudes, except for the common requirement of some years of practice as an attorney.

If the court is to express the authority of society in behalf of children the judge ought not to be simply a rubber stamp for predetermined plans of agencies and others. He is society's agent in a special sense and should add some positive element. It would be well for associations of judges in this area of law to undertake searching analysis of what goes to make up this element in relation to other welfare forces as they now are developing. The great and growing stream of welfare services is, in general, guided by professionally accepted principles of dealing with human troubles. Knowledge of these things increasingly informs practice. There is a clear suggestion in this to practitioners from the legal world who occupy one of the most influential of all welfare posts—the bench.

WORDS of caution may be in order at this point. Distant pastures sometimes look greener. It is true, as Judge Polier states, that a private agency in Boston maintains a number of foster homes for the detention of boys and girls awaiting disposition by the Juvenile Court. But why not complete the story by adding, first, that for years boys also have been detained in the Charles Street jail; second, that the Massachusetts SPCC has maintained for many years a shelter for neglected children and material witnesses. Likewise to mention the child placement work of the Massachusetts Division of Child Guardianship as a successful example of state care is to accept numbers without too much regard for quality of work. Perhaps that kind of placement is better than life in private institutions supervised by a state department. Judge Polier gives the reader nothing by which he may judge.

Judge Polier places us in her debt by telling clearly and definitely what she thinks about welfare organizations, about private agencies and to a lesser extent about courts, as she faces a stream of children in the complex of New York life. One hopes she may have imitators among judges —and many readers among the rest of us. We have too few considered statements from judges who sit in juvenile courtrooms. Annual reports, papers delivered at conferences, are not enough from these men and women who play a decisive role in the lives of 200,000 American children every year. Who are these powerful individuals? What are they thinking as they say to one, " 'Come,' and he cometh"; and to another, " 'Go,' and he goeth"? What do they think the children think of them?

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MISS BAILEY GOES VISITING

"Children Behind the Figures"

By GERTRUDE SPRINGER

THE figures certainly were impressive. Even Miss Bailey, allergic as she was to large totals and averages, had to admit it. Here were upwards of 26,500 children whose lives were touched in one way or another by the beneficent activities of the state. "We say 'affected' rather than 'touched'," put in the state director, whose figures they were. Here, farther on, where the figures were broken down, were 8,100 children "neglected, delinquent, and wayward" to whom the state stood in the relationship of guardian, mindful of every detail of their lives right down to the condition of their underwear and the sheets on their beds. And here were 1,150 babies, children under two, cared for by mothers not their own, but "visited at least twice a year by agents of the state."

There were more figures, but anyway you looked at them they meant a lot of children, all removed from their natural homes and parents. Miss Bailey looked out the window at the greening lawn and tried to see them—little girls in sweaters and skirts, little boys with tousled heads and scuffed shoes, pink-faced babies and toddlers in rompers. But there were too many of them, and some way the state, visiting them "at least twice a year," took on the aspect not of a beneficent guardian but of a machine.

The director, as though sensing Miss Bailey's thought, turned the page and pointed to still more figures. "Here's our trouble," she said.

Yes, there it was down at the bottom of the column that showed how the department spent its money. Here were the sums spent for the board of the children in foster homes, for their clothing, for their medical care and dental care. In amounts per child they seemed reasonably adequate. The catch came when the figures dropped into percentages—90 percent of the total budget for maintenance of children; 10 percent for administration.

Miss Bailey's pencil pointed to that tell-tale 10 percent. "Just what is in there?" she asked.

"Practically nothing that spells quality in child care," answered the director bitterly. "In that 10 percent is a futile effort to accomplish the impossible. In it are so many gaps in the service we ought to give that I often think the state as guardian only continues the neglect for which it removes children from their natural parents."

"Just what, exactly, do you mean?"

"Mostly I mean lack of staff to give the services that go beyond food, clothing, and shelter, and which are implicit in the obligation that the state assumes when it accepts total responsibility for a child. The state pays cheerfully—well, pretty cheerfully—for the maintenance of the child, but it begrudges every penny for anything else.

"Now take the matter of investigations. How our legislators hate that word. Perhaps it isn't a very good one, but it seems to be the only one we have. By investigation I mean the painstaking appraisal of every factor in the situation of the child, the conscious positive effort to exhaust every means of keeping him with his own people before removing him to a strange setting. By investigation I mean an equally thoughtful appraisal of the foster home, not just of its cleanliness and the state of the mattresses but of its spirit and of the influences that play on it. And by investigation I mean a continuous contact with the child's own people after his removal with the positive intention of restoring him to them; and I mean, too, a living vital contact with the child and the foster family, not just a perfunctory visit to keep the record clear."

"And you and your staff don't do these things?"

"We try, but we know better than anyone how much of our doing is no more than a gesture. How can it be otherwise with the loads our workers carry? I'd be ashamed to tell you just how big and complicated those loads are. We have one group of workers who investigate cases prior to acceptance and another group who find foster homes and supervise the children placed in them. It saves time, but I am not sure that it is good for the children. The worker who knows them in the foster home knows too little of their own home, only what she finds in the case record, none of the intangibles. And continuous contact with the own home is simply nobody's business. That I think is one of our serious gaps."

MISS Bailey, who had a date later in the day to go out with one of the home supervisors, made a mental note to explore that gap at first hand, but meantime she had another question.

"You say your troubles are due mostly to lack of staff. What about others?"

"Come along and I'll show you one. It's an exhibit put on every Thursday and I'm not bragging about it."

Miss Bailey followed the director through dimly lighted corridors down a flight of steps to a big dreary basement room lined with filing cases and benches on which sat a dozen children in various stages of suspended animation.

"This," said the director, "is what we are pleased to call the playroom. These children were brought here this morning by the worker responsible for their acceptance. Here they have a medical examination and are outfitted with new clothing. Unfortunately, they do not have baths because there is no bathtub. Then the worker responsible for the placement takes over and by night she has them tucked into the foster homes of her choice."

"You mean that this all happens to them in a day," exclaimed Miss Bailey, "that they are taken out of their own homes, put through this routine, and then taken by a perfect stranger and left in a perfectly strange place?"

"That's the way it works except in unusual circumstances. This is a small state so we can get around fast. We have a nursery for the temporary care of children under three, but the others we push through. If they are tired out or emotionally upset it's just too bad."

For an hour Miss Bailey sat on a bench and watched the mill grind. Watched children brought in, often ragged, sometimes dirty, always scared; watched them go out with the brisk workers, neat and tidy as to clothes; cat-washed as to faces, but still scared. What was going on in their minds as routine hurried them from the known into the unknown, she had no idea.

All that afternoon, driving through the budding country-

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side, Miss Bailey watched a home supervisor supervise. Regaled between stops with Miss McGuire's salty comment on human nature, she found herself wondering if perhaps the dot-and-dash system of the state office did not accomplish as much in the long run as the refined techniques that the system so conspicuously lacked. She sat in the shabby living rooms of little houses that for all their clutter had the unmistakable feel of home. She saw comfortable down-at-heel foster mothers lead Miss McGuire unconcernedly over the house, opening closet doors and turning back beds, for quick inspection. She saw chattering children swarm in from school, fling down their books and dart off again on their own affairs as naturally and freely as though life always had been kind to them.

"Of course, you're showing me only the good ones," she observed as they drove away from a house where their visit had coincided with a birthday party complete with cake and candles.

"No, these are run-of-the-mill homes, run-of-the-mill children. Why they are like this, after what they have been through, I haven't the least notion. Their powers of recuperation are beyond belief. I nearly die when I have to go off and leave a scared, defenseless little kid in a strange home. But some way they weather through. The foster mothers say they mope for a day or two, then life takes hold of them. It's nature that does it, not us."

MISS Bailey was reminded of that gap between investigation and home supervision that she had marked down for exploration, but Miss McGuire went on.

"Since you think it's all so nice and simple, I'll take you to see our little trouble maker. Two weeks is about all any foster mother can keep her. She's been in and out of half my homes already and probably will make the whole circuit. Whenever I think that I'm pretty good, I remember Laura and am properly humbled."

"Is the child right mentally?"

"Oh yes, bright as a whip. All she wants is to go home to her mother and she'll keep raising Cain 'till she does."

Miss Bailey looked blank. It seemed such a natural thing for a child to want. "Tell me about her," she said.

"Well, she's fourteen, the oldest of six, the only one born in wedlock. The mother is practically feebleminded —not commitable, but unable to make a home for the children whom she produces with complete unconcern. They were on town relief—ADC wouldn't have them on account of the mother being so loose-living. But a year or so ago their condition became a scandal—the whole lot almost froze to death—and the state stepped in and took over. We kept them together according to our policy, but from the first Laura upset arrangements as fast as we could make them. She's placed separately now and the younger ones have settled down and are doing very well. But not Laura, she's everybody's headache. There she is."

On the top step of the narrow porch sat a little girl, hugging her thin knees. The backyard was full of children and dogs at noisy play. Around the corner came an anxious faced woman hurrying out to the car. But Laura beat her.

"I don't care what you say, Miss McGuire, you've got to let me go home. My grandmother wrote me a letter and my mother wants me and if I can't go I'll run away."

The foster mother shook a discouraged head, "I'm sorry Miss McGuire, I've done my best."

Miss Bailey stayed in the car while the others went indoors. It was a long wait before Miss McGuire, looking a little tight around the lips, came out.

"I'll have to move her," she said grimly as she put the car in gear. "I've promised to come back tomorrow and take her away. It'll be the same story over again."

"What about this grandmother?" asked Miss Bailey.

"I don't know anything about her, never saw her or the mother either. I don't do the investigating. My business is to find a home for the child and supervise it."

MISS Bailey suddenly realized that here, open before her eyes, was the gap she had heard about.

"But the investigator must have known the grandmother."

"Yes, I remember the record said she was a nice old soul with an OAA allowance. I heard somewhere that the daughter is living with her since we took the children and is quite behaving herself."

"Then why couldn't Laura go to the grandmother, too?" It looked simple to Miss Bailey. But it wasn't.

"What would she live on? The grandmother couldn't support her on OAA. Lord knows what the mother's living on. ADC won't do a thing; says the mother is an improper guardian, and of course she is. And the town isn't going to spend good money on relief for a child who once has been accepted as a state case."

There was more than one gap, it seemed, and through any one of them fell the wretched Laura.

Miss Bailey knew she was being impolitely persistent but she couldn't stop. "How much is the OAA grant? Is the mother getting town relief?" Miss McGuire didn't know. It wasn't her business.

"But couldn't you pay Laura's board to the grandmother?" No, state children were never placed in relief homes. "But couldn't the grandmother be made Laura's guardian and so make ADC a possibility?" No, not and keep her OAA grant. "Then what about resigning from OAA and getting her on ADC for the sake of the child?" We-ll, that didn't seem very practical. There'd be endless red tape and probably ADC wouldn't take to the idea, and about the time you got it all arranged the mother would up and have another baby and then where would you be?

At this point Miss Bailey lost her manners.

"And where are you now?" she sputtered, "and where is Laura? You've never seen the grandmother or talked the case over with the investigator or with the ADC worker. Where's that resourcefulness and ingenuity you were talking about? Laura is your business. Then why isn't it your business to get hold of the people who might help her. You don't get anywhere by not trying."

Miss McGuire was silent, her eyes on the road ahead. Miserably Miss Bailey recalled her mother's grave admonition, "Amelia, you talk too much with your mouth." She was just shaping an apology when Miss McGuire put out a hand and patted her arm. "You know," she said with a warm Irish smile, "I think you've got something there. It's time I stopped fooling around with this case. Know what I'm going to do tomorrow? I'm going to ditch my whole schedule and go to work on Laura. At nine o'clock tomorrow morning I'll be on that grandmother's doorstep. And then—ADC, here I come."

Since March 1933 "Miss Bailey" has been a SURVEY MIDMONTHLY *character, her close-in observations of social work in action a continuing feature.*

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Here in Washington . . . By Rilla Schroeder

HAVING guessed right on the price stabilization unit last month, I am taking another chance. This time, however, I have more than rumor to go by. An Executive Order is on the President's desk and should be signed before the ink is dry on this page. The order reshuffles several existing agencies and creates a new one, a division of Home or Civil Defense. This division, of course, has been in the cards from the beginning, a necessary part of any defense program. The fact that it is coming into being only now is just one of those things. It will include such agencies as Frank Bane's Division of State and Local Cooperation, volunteer groups, and the like.

Washington Press Photo
RILLA SCHROEDER

The new division is to operate under the Office of Emergency Management along with the Office of Production Management, the Office of Price Administration and Civilian Supply, and a group of other agencies now more or less detached—for example, National Defense Housing, and the Latin-American unit.

Each of these agencies is to go its separate way, reporting only to the President and being responsible only to him. The OEM will act merely as a service facility. Wayne Coy, formerly assistant to Federal Security Administrator McNutt, has gone to OEM, replacing William H. McReynolds who returns to his old job on the White House staff. Mr. Coy will act as liaison officer between the White House and OEM. He has asked the President to withdraw his nomination as chairman of the board to investigate transportation facilities in order to devote his energies to OEM.

LEON HENDERSON HAS THE PRICE STABILIZING unit well underway. Harriet Elliott, former Defense Consumer Commissioner, who has gone with OPACS, is relishing her broader opportunity to function. She has issued a statement suggesting state fair-rent laws in areas where rents threaten to soar. She has warned shoe and textile industrialists that prices are being watched and that they must cooperate if they wish to avoid government action. She has indicated to the sugar dealers the adequacy of the action available to the government if the price of sugar gets out of hand. The landlords, the shoe and textile people, the sugar dealers need only to note Mr. Henderson's order freezing steel prices to appreciate OPACS warnings.

The President is determined not to permit price inflation in either potatoes or steel. Obviously, government prefers to let industry and commerce police themselves. Nevertheless, it is possible that the President may find it necessary to act. Bernard M. Baruch is understood to be urging rigid, over-all price control. Mr. Baruch bases his argument on his World War experience. He is quoted as saying that inflation of prices made that war cost the taxpayers of the United States an unnecessary $15,000,000,000. The cost of living, including rent, food, clothing and household equipment, rose about 85 percent in the war and post-war period between 1915 and 1920.

BUT OEM WILL NOT HAVE JURISdiction over the health and welfare aspects of the defense program, which remains under the Federal Security Agency. Thus, it will not have control of nutrition, unquestionably a basic defense issue. The Nutrition Committee, really planning to go places, has called a general conference for May 26, 27 and 28. The intent is to bridge the gap as quickly as possible between scientific knowledge about food and the application of the knowledge to the daily menu of Mr. and Mrs. John Q. Public and all the little Publics, most particularly the latter. European governments have bridged the gap by government decree. Our government, hoping to do it less arbitrarily, is nonetheless determined to improve the nutrition and thereby the health of the nation. In announcing the conference the President connected nutrition directly with national defense, explaining the necessity of eliminating malnutritional diseases and defects among defense workers, the armed forces, and the civilian population.

These various announcements indicate an attitude that is becoming increasingly clear in Washington—that the "emergency" is not to be over in a few short months or even years. Official Washington seems to be settling down for a long pull. In striking contrast to the beginnings of the defense effort in September and October, when officials talk of programs now, they seem to be thinking in decades not days. They don't say it. They just take it for granted.

IN CONGRESS SENATOR BROWN HAS REintroduced the hospital bill. It is substantially the measure reported last Congress by the Senate Committee on Education and Labor. The committee, it will be remembered, rewrote the original bill introduced by Senator Wagner of New York. The amended bill passed the Senate but never got through the House. Chances that the House will reconsider during this session of Congress are good.

The House has passed the May bill making prostitution a federal offense in areas near and around military and naval posts, the boundaries to be decided by the federal security administrator and the Secretaries of War and Navy. [See page 141.] The Senate Committee on Military Affairs will act on the bill immediately and it should go to the Senate in short order.

Representative Tolan of California has introduced a bill authorizing the Civilian Conservation Corps to discontinue or suspend work projects during the emergency and substitute defense training courses. The CCC responds that their present activities are defense work.

ON APRIL 28 CHAIRMAN LANHAM OF the Committee on Public Buildings and Grounds introduced a new community facilities bill, HR 4545, which the following morning was reported favorably to the floor by the committee. His original bill, HR 3570, introduced immediately following the President's request for $150,000,000 for such facilities in defense areas, was merely an authorization for the appropriation and did not specify the uses to which the money was put. HR 4545 is more definite. Title 11, Section 201, for example, defines the term "public work" as schools, waterworks, works for the treatment and purification of water, sewers, garbage and refuse disposal facilities, public sanitary facilities, hospitals and other places for the care of the sick, recreational facilities and streets and access roads.

The bill will in no way interfere with the Brown hospital bill, as the hospitals and "places for the care of the sick" in the Lanham bill are to be built only in defense areas.

Subsection (d) under Section 201 of the Lanham bill authorizes loans, grants, or both, to public and private agencies for public works and equipment therefore. Furthermore, it authorizes "contributions" to such agencies for the maintenance and operation of such facilities. Part 3 of Section 203 says that these facilities shall be maintained and operated by officers and employes of the United States only if, and to the extent that, local public and private agencies are unable to handle the situation.

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The Common Welfare

No Ivory Tower

ATLANTIC CITY, playground of the East, will offer no escape from reality to the social workers assembled there for the National Conference of Social Work, June 1-7. Days of heavy concentration on methods of carrying on the job [see *Survey Midmonthly,* January 1941, page 68] will be followed by evenings of attention to the words of persons especially qualified to speak on the directions open to social work in a confused world. In addition to Jane Hoey, director of the bureau of public assistance of the Social Security Board and the conference's president, whose topic will be "The Contribution of Social Work to Government," the general sessions' speakers will include: Edward J. Phelan, acting director of the International Labor Office and its representative from Eire, speaking on "Safeguarding the Social Services in a Country at War"; John G. Winant, Ambassador to England, speaking by radio on "The Importance of Social Security in the Defense of Any Nation"; Jonathan Daniels, author and editor, and Charles P. Taft, assistant to the coordinator of the Federal Security Agency, the one speaking from the local viewpoint the other from the national viewpoint on "National Defense and the Health and Welfare Services in the United States"; Arthur J. Altmeyer, chairman of the Social Security Board on "The Development of Social Programs in the Americas—Trends in the United States." Other speakers will be announced in the conference program.

As in the past, a number of independently sponsored meetings not listed on the program will be held during the week, among them our own *Survey* meeting (see page 155) where Vera Micheles Dean of the Foreign Policy Association will be the speaker. Other groups sponsoring unlisted programs are: the National Citizens' Committee which has planned a meeting to bring together persons and groups interested in furthering the follow-up activities of the White House Conference on Children in a Democracy; Hospites, hospitality group for assisting displaced foreign social workers, which will hold a tea in honor of the Latin American visitors to the conference. Details will be announced in the conference's daily bulletin.

A First Step

UNDER the leadership of Linton Swift of the Family Welfare Association of America the national social and health agencies have taken first steps to do something about what has seemed to be nobody's business—the men rejected or deferred by the selective service boards because of disease, physical defect, or personal or family problems. The War Department has stated that of the first 100,000 men examined for army training, 18,971 were rejected, more than half of them, 52.57 percent, because of defective teeth, eyes, ears, or mental or nervous conditions. What happened to the men after their rejection, no one knows. Probably nothing.

Early this year, Mr. Swift began formulating a plan by which men might be informed as to how they themselves could get help for the difficulties revealed by the selective service examination. As finally worked out and accepted by the Selective Service System the plan represents the joint participation of the National Social Work Council, the National Health Council, and the Social Case Work Council. Under it these national agencies will help their local members establish joint "centers of information" on existing social and health facilities to which draft boards may refer men who want to be helped. The "center," probably in the person of one social worker, would then direct the men where to go for appropriate advice and assistance.

There is no element of compulsion anywhere in the scheme. The local social agencies propose to plan together to offer needed services to the limit of their facilities; at their discretion the selective service boards may inform men of the available services and the men may follow up on the information as they see fit. The boards are prohibited by law from revealing to any private agency the names of men rejected or deferred.

The deputy director of the Selective Service System, Brig. Gen. Lewis B. Hershey, has notified all state directors of the plan and has asked them to transmit copies of his memorandum to their local boards in the belief that "many registrants will avail themselves of the services and will derive great benefit therefrom."

USO Plans

NEXT month the United Service Organizations for National Defense, Inc., will open a public campaign for $10,765,000 for leisure time services to soldiers outside cantonments and workers in defense industries. [See "For Soldiers Off Duty," by Gertrude Springer, *Survey Midmonthly,* March 1941, page 75.] Composed of six national agencies whose assumption of responsibility for providing these services has received a federal nod of approval, the USO plans to offer service club facilities in 339 places adjacent to camps, naval stations, and defense industry centers. The individual programs will be determined by local needs but generally will include religious services in cooperation with the camp chaplains, personal counsel and guidance, dances and other social events, home hospitality, group activities particularly in dramatics and music, information services, club facilities including lounges, reading rooms, and overnight sleeping accommodations. The buildings, expected to be provided by the federal government, will be staffed and operated by the USO's member agencies—the Young Men's Christian Association, the National Catholic Community Service, the Salvation Army, the Young Women's Christian Association, the Jewish Welfare Board, the National Travelers Aid Association. Because of the immediate necessity of getting the programs underway the solicitation of gifts from corporations and individuals "of large means" has already begun.

Ready to collaborate with the USO and all local agencies concerned with the welfare of off-duty soldiers and sailors, is the Christian Committee for Camp Com-

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munities recently set up under the auspices of the Federal Council of Churches of Christ in America, the Home Missions Council, and the General Committee on Army and Navy Chaplains. The committee plans to coordinate the work of the Protestant churches in all the communities adjacent to camps and naval stations and to act as a clearing house for information on what is being done and what can be done to render service to the men of our greatly expanded armed forces.

Strikes and Defense

THE end of the soft coal strike is headline news as this is written. More than 400,000 miners of the northern and southern fields will resume work at once, after a four weeks' stoppage that brought defense industry dangerously close to the end of coal reserves. The strike ended abruptly, the day after William H. Davis of the new National Defense Mediation Board announced the breakdown of negotiations. The settlement was based on President Roosevelt's proposals of April 21, which the northern operators and the United Mine Workers already had accepted. The end of the strike was announced after a conference between a delegation of southern coal operators and Jesse H. Jones, federal loan administrator and Secretary of Commerce.

The difficulties of the coal negotiations served to stimulate interest in the Vinson bill in Congress and on many editorial pages. This measure, approved by the House Military Affairs Committee, would weaken the right to strike by imposing a twenty-five day "cooling off" period *after* a strike vote had been taken. It would make mediation compulsory, and the awards of the mediation commission enforceable by contempt of court proceedings. It would freeze the status quo, with heavy penalties (a fine of $5,000 or a one-year prison term) for management or labor if either side attempted to change existing industrial relations in an open shop plant, thus shelving even labor's right to organize. Spokesmen for labor and for the defense program insist that no new labor legislation is required, and that the enactment of any such drastic measure as the Vinson bill would serve to increase rather than mitigate industrial relations problems in a period of mounting production and growing demands for manpower from both the army and industry.

A Big Job

THE greatest attendance in the history of American Red Cross conventions was achieved last month when 5,159 delegates met in Washington to hear a review of the organization's activities during the past year and to consider its program for the future. About 800 were boys and girls attending the companion meeting of the Junior Red Cross. This year's convention marked the ARC's sixtieth anniversary and culminated a year in which all former records of "peacetime" achievement were broken. Since the outbreak of the war abroad the Red Cross has sent nearly $27,000,000 worth of relief to the victimized countries. Of the $26,000,000 which has reached a destination, $13,000,000 in supplies and funds has been distributed in Great Britain. Unhappily, the remaining $1,000,000 represents food, medicine, clothing now lying at the bottom of the ocean. The number of women in the organization's volunteer services has jumped from 53,000 to 1,000,000, the largest increase being in the production services where clothing, bandages, and other relief supplies are made.

In spite of the tremendous job of organizing this increased activity the American Red Cross has not neglected its ordinary domestic services, an important part of which is its disaster relief service. Last year wind, flood, fire, and explosion caused 122 major disasters throughout the country—an average year according to Red Cross officials. More than $1,300,000 was spent to aid the victims of these catastrophes.

Looking ahead the convention delegates planned for a great expansion in home defense activities, particularly in the nursing service and in welfare services to the military forces. To meet this expansion it is estimated that at least $5,000,000 over normal funds must be raised and the roll call stepped up from last year's 8,700,000—a gain of 1,600,000 over the previous year's—to a minimum of 12,000,000 persons.

New School Charter

IN 1934, a year after the Nazis began their liquidation of the intellectual life of Germany, the "University in Exile" was established at the New School for Social Research in New York City. Here a group of scholars, persecuted by the dictators, brought together in this country by Alvin Johnson, director of the New School, found opportunity to continue their research, writing, and teaching. All the surviving members of the original Graduate Faculty in the Social Sciences now are American citizens. The faculty has added distinguished exiles, not only from Nazi Germany and Fascist Italy, but from Czechoslovakia, Austria, Spain, Poland, Denmark. Many members have been called to positions on American campuses and in the public service. Last month, five hundred friends of the University in Exile gathered at a dinner held at the Hotel Plaza, New York, to celebrate the granting of a permanent charter to the New School. This permits the school to confer its own higher degrees, and so to give the students its Graduate Faculty trains a definite scholarly standing.

But the wider significance of the faculty, rather than the academic milestone the charter represents, was the theme of the celebration. This was stated eloquently by Justice Felix Frankfurter of the United States Supreme Court who was unable to be present because of illness. In a letter read at the dinner, he wrote:

> Man is without dignity unless he has freedom—freedom of body and mind and soul. And there cannot be freedom without the unfettered right to pursue truth. Universities are instruments for the unflagging and loyal pursuit of truth. That is why the University in Exile represents the trusteeship of civilization and embodies the solid hope for its maintenance and renewed conquest.

And Dr. Johnson voiced the faith, not only of the Graduate Faculty, but of the country to which these scholars are contributing so much:

> We shall proceed hopefully in spite of the darkness of war now afflicting the earth. For history shows that the wild dreams of the war lords may prosper for a meretricious moment; but nothing abides except the unfolding spirit of man and the brave efforts of the human mind.

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The Social Front

Relief and WPA

WHILE defense industries are begging for skilled workers, at least a million men are waiting for WPA jobs, say government officials who have been studying the effect of national defense orders upon unemployment and relief. In addition 1,800,000 men now are working on WPA. Statistics show that only about 600,000 of the 1,000,000 men who left the WPA rolls of their own accord in 1940 went into other jobs, only one out of three going into a defense job. Four explanations are given for this new version of want in the midst of plenty:

1. The concentration of defense orders in a few areas of the country. A recent WPA study indicated that 73 percent of the 1940 defense contracts were let in areas that hold only 22 percent of the nation's population and only 19 percent of the WPA workers.
2. Lack of training of the men for the jobs that are available. According to WPA records only 19 percent of its workers are skilled, 26 percent are semi-skilled. Of those who managed to get private jobs last year, 25 percent were skilled and 30 percent semi-skilled.
3. The high ages of WPA men. The average age of WPA workers is forty-three, but the average age of those who obtained private employment last year was thirty-five.
4. The emergence of new workers into the labor market. According to statisticians, every time business booms 1,500,000 to 5,000,000 persons who would not think of working in dull times enter the labor market. It has been estimated that the labor market contained 3,500,000 more last June than before the beginning of the defense program.

Water Bills—Unemployed persons not on relief can pay off delinquent water bills by working for the city in fourteen municipalities in the state of Washington while the privilege is granted to relief recipients in only six cities. The information was gathered in a survey of the water payment policies of sixty-four municipalities recently conducted by the University of Washington's bureau of governmental research. Policies range from the leniency of "free water during relief period" given by two cities, to the harshness of the city which "shuts them off." Sixteen cities reported that they treat consumers on relief "as any other customers." Only two grant additional time to relief recipients while five stretch the time limit for the unemployed not on relief. In one city "a few old people and widows are given water—the able-bodied are expected to pay." A few cities give water free to relief recipients by including the costs on the relief budget.

Employables—"More powerful and eloquent than literary abstraction" are the facts recorded in the files of the Omaha relief agencies, says the introduction to a study on dependent employables in Omaha and Douglas County, Neb., recently issued jointly by the Omaha Council of Social Agencies and the Douglas County Assistance Bureau. Based on data from relief case records of 7,132 families with at least one employable member, the study was focussed on employability and the possibility of reemployment. Most outstanding characteristic revealed was the variance in age medians of the highly skilled and the unskilled from the group as a whole. Though the mean age of unemployed men was forty-three, over 59 percent of the highly skilled were over forty-five. On the other hand, though only 18 percent of all the workers were classed as unskilled, 28 percent of the men under thirty fell into this group.

Unattached Women—Prompted by repeated complaints of the difficulty of obtaining domestic employes in spite of the large relief population, the Minneapolis Division of Public Relief recently made a survey of the unattached women on its rolls "to determine why these women were on relief and whether or not any of them could be absorbed in private industry or transferred to other agencies where more suitable care could be given to them." The division found that 82 percent of the women were between the ages of forty and sixty-five; that 58 percent were permanently physically disabled, that 5 percent were temporarily disabled. Of the 37 percent who were not disabled less than an eighth were under the age of forty. The median age of the group which had a history of domestic work—41 percent—was fifty-three. In this group 63 percent were physically disabled.

Analysis—"A Study and Prognosis of New Haven Relief Cases," by David A. Schapiro, recently issued by the New Haven Department of Charities and Corrections in conjunction with the Connecticut WPA, analyzes the characteristics, employability, and probable prognosis of 1,887 families containing 7,977 relief recipients—the city's total relief load during one month of 1938. Among the numerous findings was the discovery that 45 percent of the persons on relief were under fifteen years of age; that the proportion of Negro to white relief recipients was five times greater than the proportion in the general population; that four out of every five persons on relief were citizens by birth. While there was an average of one employable person to every relief family, about one family in ten had no employable member. Fifty-five percent of the employables were unskilled or semi-skilled workers. Only 43 percent of the families were supported in full by their relief grants; 20 percent received aid to supplement private employment; 19 percent to augment WPA earnings; 18 percent to fill out other income. The analysis indicated that 72 percent of the cases, a large proportion of them single persons, would need relief for a long period of time.

Turnover—"The needs of most families receiving general assistance are largely temporary," announced Pennsylvania's secretary of public assistance in making known the findings of a study of turnover in the state's relief population recently completed by the State Department of Public Assistance. Only 30,000 of the 600,000 cases aided at some time during 1939-40 remained on the rolls continuously. The number of cases receiving aid at any one time never exceeded 275,000 and by the end of 1940 had dropped to 138,000.

Among The States

MUCH ado has been stirred in many states by the Social Security Board's warning that federal grants will be cut off July 1 if the publication of names of public assistance recipients is continued. In Kansas the ruling conflicts with the state constitution which requires the State Welfare Department to publish the amount of grants as well as the names of recipients. Legislative leaders have refused to pass a law in violation of their own constitution, but expect that the Social Security Board will not deny funds while the state votes on a constitutional amendment. Bills repealing state laws requiring the publication of names have been introduced into the Pennsylvania, Minnesota, and Colorado legislatures, but not without some grumbling in the press, particularly in Colorado. As introduced, the Colorado bill would not affect the publication of

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the names of recipients between the ages of sixty and sixty-five, whose grants come wholly from state funds. In Vermont, however, New England dander was up and the legislators proposed to fight the federal requirement in the face of losing federal grants for dependent children and the aged. In Georgia, too, where there is no legal requirement of publication, the governor has proposed to make the names public in spite of the Social Security Board.

Adjourned—Anticipating congressional action on the Social Security Act, the Washington State Legislature has passed a bill placing state and municipal employes under federal old age insurance if and when Congress makes it possible. Other laws enacted by the legislature before its recent adjournment transfer the care of crippled children from the State Department of Social Security to the Department of Health; increase aid to dependent children allowances; extend the coverage of the unemployment compensation law to businesses with one or more employes; require old age pension unions to file lists of contributors and expenditures. The legislature appropriated $71,000,000 for public welfare, including $54,400,000 for old age assistance.

Accomplishments—From the thousand public welfare bills introduced into the recent session of the Indiana general assembly the legislature picked more than twenty to pass. Some became law with, some without, the governor's signature. One which passed over the governor's veto reconstructs the State Board of Public Welfare, shifts the functions of the Governor's Commission on Unemployment Relief to the State Welfare Department, protects the confidential nature of welfare records, authorizes the establishment of mental hygiene clinics through the division of medical care. The new board, which will come into office on July 1, will be composed of four members—two appointed by the governor, two by the lieutenant governor, the latter being an *ex officio* member of the board with a vote in case of a tie. No more than two of the members may belong to the same political party. The present board is composed of five members, all appointed by the governor, no more than three of whom may belong to the same political party.

Other actions of the legislature liberalized assistance to the aged by raising the maximum allowance from $30 to $40 and by repealing requirements for liens on recipients' property. County welfare departments were authorized to provide medical care to recipients of old age assistance and aid to the blind to whatever extent needed.

Children also came under the assembly's eye. Three new acts provide protection for illegitimate children, for juvenile delinquents, and for children placed for adoption. The first modernizes legal procedures for the support of children born out of wedlock, confining the hearings to courts having juvenile jurisdiction. The second extends the jurisdiction of the Juvenile Courts to delinquents up to eighteen years of age except in cases of "serious offenses" of boys over sixteen. The third requires investigation of the foster home prior to adoption and a period of supervision of the child in the home by a licensed child-placing agency or the county department of public welfare.

Other laws provide for a merit system in the state's twenty-one institutions; increase benefits and reduce the waiting period in unemployment compensation; authorize townships to set up local work relief projects.

The Old South—Among the recent recommendations of a legislative committee appointed to inquire into the investigation of old age assistance in Texas was the suggestion that the welfare department be instructed to notify its visitors not to address Negroes as "Mr." and "Mrs." during interviews. The committee also recommended that the department be instructed to eliminate the social welfare phases of the program and to concentrate on eligibility. Committee members complained that the visitors "tried too much to straighten out personal problems" of the applicants. . . . "If any of you people have any trained welfare workers around over Georgia insulting you or visitors insulting you, let us know," wrote Georgia's Governor Talmadge in a recent issue of the *Statesman,* adding: "I think that the most needy and most deserving should be provided for first." Replied Florence Van Sickler, president of the State Conference of Social Work: "We agree with the governor that every eligible person should be paid the pension he or she needs. . . . We disagree only on method."

AN INVITATION

Readers and friends of Survey Associates attending the National Conference of Social Work in Atlantic City are invited to hear a talk by Vera Micheles Dean of the Foreign Policy Association, on the afternoon of June 4 in the Renaissance Room of the Ambassador Hotel at 3:30. Mrs. Dean, who last year electrified the conference at Grand Rapids with her realistic views on the implications of the European situation for the United States, will expand the theme in the light of recent international events.

Vera Micheles Dean

Jobs and Workers

FIGURES on the numbers of strikes, the numbers of men involved, and the man-days' idleness caused, given out by the Bureau of Labor Statistics, U. S. Department of Labor, on April 1 indicate a less serious situation than press headlines reported between February 1 and March 1, the period covered. The Bureau states that 240 strikes began that month, as compared with 220 in January, and 182 as a February average for the five-year period, 1935-39. The number of man-days' idleness increased from 625,000 in January 1941, and 828,701 for the five-year average, to 1,000,000 in February 1941. About a third of the time lost due to strikes in February was "attributable to the International Harvester and Allis-Chalmers strikes." Both these strikes were of long duration, both were settled in the first fortnight's work of the new National Defense Mediation Board, established by Executive Order in late March.

The eleven-man board includes representatives of labor, industry, and the public, with C. A. Dykstra, president of the University of Wisconsin as chairman. This "super board" cannot intervene in a strike situation at the request of labor or management, or on its own initiative. It handles cases only after they have been certified to it by the Secretary of Labor.

NLRB—Increasing acceptance of collective bargaining procedures, as shown by greater use by employes of the secret ballot election to settle disputes and by a growing employer compliance with rulings of the National Labor Relations Board, was noted by H. A. Millis, NLRB chairman, in commenting on figures for the last half of 1940. As compared with the last six months of 1939, NLRB figures for July-December, 1940, show a 14 percent increase in the number of new cases filed with the board; a 23 percent increase in compliance with NLRB decisions; a 14 percent increase

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in informal settlements made with the agreement of all parties; a 65 percent increase in the number of elections held. Mr. Millis stated that the board "has undertaken to forward national defense by giving priority of handling to representation cases involving defense industries."

In April the board ordered elections in three of the Ford plants, and at the Lackawanna plant of the Bethlehem Steel Company [see *Survey Graphic,* May, page 269]. In labor circles, Ford and Bethlehem have been regarded as the two remaining open-shop strongholds.

Labor Promotion—A "labor promotion program" designed to improve the general public relations of the unions is urged by Julius Hochman, general manager of the Dress Joint Board of the International Ladies' Garment Workers' Union. Mr. Hochman is convinced that the time is ripe for labor "to sell itself to the public, to run its own public relations program on a scale rivaling that of manufacturers and other organized employer groups." He suggests that the press, radio, movies, billboards, and printed material be used "to tell the public the straightforward and honest story of labor's accomplishments." Since the signing of the new collective bargaining agreement in the dress industry, which gives the union the right to secure efficient management and industry promotion from the employers, more than a dozen firms have modernized their shop equipment and engaged industrial engineers. The union initiated the million-dollar-a-year promotion of the New York Dress Institute, to make New York "the fashion center of the world."

Domestic Workers—A free training and placement service for household workers is completing its third successful year in Philadelphia. The experiment, carried on by the Philadelphia Institute of Household Occupations, has the cooperation of the board of education, which provides a public vocational high-school and teachers. Classes are held four afternoons a week, and the course includes instruction in cooking, cleaning, laundering, waiting on table, child care and family relationships, and home hygiene. Trainees gain experience in using their new skills in a practice house maintained by the Institute, and during their five or six months of instruction they are sent out on frequent part time jobs, for which they are paid at the rate of 25 cents an hour. Placements are made on the basis of a 48-hour week for workers living out, and 54 hours for those living in. Wages start at $8 a week for a beginner living in, and go up to $12, or more, a week for experienced workers who live away from the job. During the first three years, more than a hundred trained workers were placed. The Institute has a waiting list for its graduates.

Concerning Children

THE National Citizens Committee, formed to keep alive the work of last year's White House Conference on Children in a Democracy [see *Survey Midmonthly*, February 1940], last month took inventory of the follow-up activities now underway. It found that organizations for following up the conference recommendations had been formed in twenty-five states, that in nine others and in Puerto Rico the formation of similar organizations was under consideration. The activities of the state groups have proceeded in two directions: wide educational campaigns carried on by means of state and regional conferences on children in a democracy, succeeded by county studies of local situations; the appointment of special study committees to consider the various aspects of child life included in the White House Conference recommendations.

Since its formation last June the staff of the National Citizens Committee has been occupied in preparing and disseminating printed, visual, and radio material based on the White House Conference report; enlisting the interest of national organizations in the conference recommendations; cooperating with the Federal Inter-Agency Committee [see *Survey Midmonthly,* August 1940, page 243]; assisting states in organizing follow-up programs. The committee has made a special effort to interest the state groups in the welfare of Negro children. Its work, however, particularly in the latter respect, has been hampered by the small size of its staff which makes it impossible to send field representatives to aid the states in organizing their plans.

At Long Last—By a sudden move that surprised almost everyone, Mayor La Guardia of New York has gone into action to effect the long discussed amalgamation of the city's Board of Child Welfare with the Department of Welfare. The board, which was created in 1915 before the city had legal authority to give outdoor relief, has administered mother's assistance and, of recent years, aid to dependent children. It is the only one of the major public welfare services that has been outside the Department of Welfare since the department amalgamated with the old Emergency Relief Bureau. The mayor cut a complicated knot by the simple expedient of omitting any appropriation for the board from his 1941-42 budget recommendations and adding an extra amount to the appropriation of the department. If the budget is approved by the Board of Estimate no other legal action may be necessary to effect the amalgamation. The Department of Welfare is now busily studying what changes, if any, the new responsibilities would require in its own administrative organization. Mayor La Guardia proposes that until their terms of office expire the members of the Board of Child Welfare serve as an advisory committee to the department in matters of child welfare. However, the board, which evidently does not intend to be liquidated so easily, has formed a special committee to protest to the Board of Estimate. The committee argues that a separate administrative agency for aid to dependent children is more economical and insures "greater protection for the mental, moral, and physical well-being of the children."

For Delinquents—An experiment with delinquent children undertaken by a Knoxville, Tenn. settlement house has proved so successful that its formula is being urged through the press and from the rostrum for adoption in other southern cities. Not long ago the Dale Avenue Settlement House prevailed upon the Knoxville Juvenile Court to place in its custody all juvenile probationers in its neighborhood. In the treatment, which has involved the family unit rather than the child alone, an important part has been a class in parenthood which parents have been required to attend. To insure attendance the court has imposed a fine of $15 to $50 on all juvenile delinquents, responsibility being placed upon the parents and suspension being granted so long as the parents show up at class. Of the fifty-three children probated to the settlement so far not one has been sent back to the court.

For Foster Parents—More than 1,300 foster parents of the foster home bureau of the New York Association for Jewish Children are recipients of *The Homefinder,* a monthly bulletin published by the bureau to keep them in touch with developments in the bureau, to serve as a medium of exchange between them and the workers, and to stimulate them into helping to find other foster parents. Each issue features some aspect of the bureau's work. This month the subject is camping and recreation in preparation for the bureau's summer vacation program. Free on request from the association, 329 East 62 Street, New York.

ADC—Mississippi's aid to dependent children program, which recently was approved by the Social Security Board and won for the state a grant of $7,500 for the first quarter of 1941, brought the number of children in the United

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States and Hawaii receiving federal-state aid to more than 890,000. Only seven states now remain without ADC programs—Connecticut, Illinois, Iowa, Maine, Nevada, South Dakota, Texas. This number may soon be reduced to six, as last month the Connecticut state senate sent a bill to the house which would raise the state "widow's aid" program to federal standards. Mississippi has twice had ADC programs approved. A former plan, which was in operation only three months, lapsed when the legal authority of the State Emergency Relief Administration, its administrative agency, expired. The present plan is administered by the child welfare division of the State Department of Welfare.

British Children—Psychological treatment for "shellshocked" babies has become an important part of the child care program in England, according to a recent British press release. Small children so terrified by bombings that they were left unable to eat, drink, move their arms or legs, or cry have been taken for treatment to nursery cottages outside the towns, where they have not only been brought back to normal but through patient treatment have been taught to hear an air raid siren without flinching. Many of the centers are operating through American aid. . . . British child evacués in this country last month contributed to the second edition of their magazine, *The Bridge,* which was founded by one of their compatriots, Mrs. Evelyn Fayrer Turner, to help them keep in touch with one another. The children furnish half the magazine's contents and guest contributors, such as Walt Disney, Charlie Chaplin, Somerset Maugham, the other half. The magazine already has received subscriptions from Canada, New Zealand, and Australia, as well as from children in this country.

Youth

A YOUTH Employment Service in Greendale, Wis., operated on the theory that youths with something to do and a little spending money are less of a community problem than youths who are "broke," is reported to have reduced community complaints about young people disturbing the peace or destroying property. Greendale is a "Greenbelt" town of 1,500 population built several years ago by the Farm Security Administration. When the employment service was organized, the 70 girls and boys attending the first meeting set up a board of control composed of two boys, two girls, and two adults. A member of the police department serves as adviser, and the headquarters of the service are at the police station. All girls who want to take care of children must complete a six-lesson course in fundamentals of child care, given by the school nurse and the assistant principal of the local school. The 14 girls who have taken the course are regularly employed. About 30 other boys and girls earn spending money by doing odd jobs obtained through the employment service. Workers are furnished on a scheduled rate basis—50 cents for washing an automobile, 16 cents an hour for taking care of children before noon and 20 cents an hour after noon, 10 cents per window for window washing, and so on. Greendale officials feel that the service meets a community need in offering a source of income to highschool students, and creating a sense of responsibility and independence in young people who are given opportunity to work in their spare time.

Directory—A descriptive directory, Youth Serving Organizations, was issued last month by the American Youth Commission, 744 Jackson Place, Washington, D. C. Price $2.50. Edited by Dr. M. M. Chambers, the volume includes a summary of the structure, aims, and activities of 320 national organizations either composed of youth, or of adults whose programs seek to serve the needs of youth.

Summer Plans — The International Student Service (8 West 40 Street, New York) announces a Student Leadership Institute to be held June 30 to August 2, at Campobello, New Brunswick. The purpose of the institute is "the training of qualified students for work in organizations composed of young people. It will also train students for work among students in Europe after the war." William Allan Neilson, former president of Smith College, is the director of the institute, and a group of lecturers will be in residence for a week apiece. The Institute fee of $60 covers all expenses for the five weeks except railroad fare, bedding, towels, and laundry. ISS reports that applications are coming in from students in all parts of the country, including undergraduates active in student councils, campus newspapers, and liberal organizations. Membership is limited to thirty. The Institute will occupy quarters made available by President and Mrs. Roosevelt.

The ISS also will carry on a work camp program, with five camps for young men and women from eighteen to twenty-four years of age. The program of each camp will combine a public service project with opportunity for recreation, discussion, and experience in group living. The plans include: a Cotton Region Work Camp, Mauldin, S. C.; a Middlewestern Camp, Hudson, Ohio; a Rural New England Camp, Grafton, N. H.; a Wyoming Valley Camp, Wilkes Barre, Pa.; a Highlander Camp, Monteagle, Tenn. The groups will vary in size from 25 to 40, and the camp season will last from four to seven weeks, with a $50 fee for each four-weeks camp. One purpose of the camps is to provide "common ground for native and foreign born; Protestant, Catholic, and Jew; Negro and white; student, worker, and farmer; artisan and dreamer." Detailed information from the ISS.

NYA—An April progress report on the NYA construction program shows that the Youth Administration had 585 new workshops and 89 resident centers under construction. These facilities will be used by the NYA to provide out-of-school youth with practical work experience and related training in cooperation with the local school systems.

Allocation of a supplemental appropriation of $21,955,000 among the forty-eight states, Puerto Rico, and the District of Columbia for operation of the out-of-school work program is announced by Aubrey Williams, NYA administrator. NYA is placing special emphasis on projects providing young people with practical experience for defense employment. The new appropriation will make it possible for NYA to maintain employment on its work program at a monthly level of 384,000 between April 1 and June 30. The supplemental appropriation is distributed among the states on the basis of the ratio between their youth population and the total youth population of the United States.

The Public's Health

LAST month group health experimentation won another round in the battle with organized medicine when a federal jury found the American Medical Association and the Medical Society of the District of Columbia guilty of violation of the Sherman Anti-Trust Act. At the same time the jury acquitted the individual doctors who were defendants in the case in which the government charged the existence of a conspiracy in restraint of trade interfering specifically with the operations of the Group Health Association of Washington, D. C. [see *Survey Midmonthly,* January 1939, page 16; August 1939, page 247; April 1940, page 135; and March 1941, page 92.] Also acquitted were the two other organizations named in the indictment, the Harris County Medical Society (Texas) and the Washington Academy of Surgery. Almost immediately counsel for the "guilty" filed three motions in appeal, one asking for a court reversal of the verdict, another for an arrest of judgment, the third for a new trial. Said Drs. Morris Fishbein and Olin

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West, spokesmen for the AMA: "Regardless of the verdict, the AMA will continue to do its utmost for the prevention and treatment of disease and the improvement of public health." Said the *New York Times:* "The Washington decision will, if it stands, clear the way for carrying out health plans that have hitherto been frustrated. . . . Out of the experimenting, various systems of medical practice are bound to emerge—systems that will be a guide to legislators and that will enable us to avoid the mistakes of Europe."

Security—Medical care and health plans occupied nearly half the discussion at the two-day conference of the American Association of Social Security held in New York last month. At a meeting on Old Age Protection various municipal systems for medical relief to public assistance recipients were described, all showing the same deficiency—lack of provision for the "medically needy" not on relief. At a meeting on Medical Care and National Defense, devoted to a discussion of health plans for the general population, Dr. Louis S. Reed of the U. S. Public Health Service condemned the policy of most states of issuing relief to the physically disabled without any attempt at rehabilitation. Other speakers described the various types of voluntary health insurance, but the consensus even among their proponents was that these plans were too expensive for a large segment of the population and to be effective as a measure of "national defense" would have to be supplemented by some government plan.

Tb. in the Draft—Plans underway for the extension of X-ray programs to all the army induction centers are not expected to materialize before next fall, because of the difficulties inherent in setting up a program so dependent upon specialized equipment and personnel. Although the army notified its corps area commanders on January 1 that it would take over the financial responsibility for the chest examinations of all inductees, in only the first three corps areas—the northeastern states—are such programs in effect in an all-inclusive basis. Before the army accepted financial responsibility the programs were run entirely by the state and local health departments.

Rejections at induction centers because of pulmonary difficulties have run about 1 percent in those areas where the X-ray programs are in effect. On the basis of experience with veterans of the last war it has been estimated that each person who goes into the army with tuberculosis or develops it while in the army costs the federal government about $10,000. The New York City Department of Health figures that finding 172 cases of tuberculosis among 16,500 inductees and national guardsmen in the first two calls cost the department a total of $26,614 and saved the federal government approximately $1,720,000.

Control—Extensive search for bad family traits as a means of reducing the percentage of mental and physical defectives in the population was urged by more than one speaker at the annual meeting of the American Eugenics Society recently held in New York. It was proposed that such information could be compiled by bureaus of genetics set up by health departments to aid young couples seeking advice on whether or not their children are likely to be healthy. A step in this direction has already been taken in North Carolina where a statewide survey on hereditary diseases has been in progress for the past two years. Other methods of eliminating the mentally unfit recommended at the meeting were registration, segregation, and refusal of marriage licenses to the feebleminded, and the use of birth control under medical advice by the mentally normal carriers of defect. Another subject of the conference's concern was the low birthrate among families "which plan their affairs with a high sense of responsibility." Among the suggested remedial measures was the subsidization without a means test of mothers and children with goods and services which will enable these families to maintain their standards of nutrition, health, and education.

Recreation

IN response to innumerable inquiries for advice in organizing communities near defense centers for service to men from the camps, the National Recreation Association has prepared an outline of a community recreation program for men in training, called "He Will Go to Town." Based on experience of the War Camp Community Service in the last war the booklet gives practical suggestions on how to proceed in stimulating and organizing a community to meet its responsibilities in providing such a program as well as on the specific activities it should include. Briefly, the plan is to set up a defense recreation committee, composed of representatives of all the recreational interests of the community as well as of key lay leaders, to act as a clearing house of information for existing recreation and service agencies, as a coordinating body to keep the work of the agencies geared in with one another, as a sponsoring group to mobilize the available community resources, as a service group to organize such supplementary programs as might be needed. Subcommittees would be in charge of specific activities—information, survey, hospitality, housing, transportation, clubs, public relations, finance, program, service to camp, volunteers, women and girls' work, work for Negro soldiers, commercial recreation. A how-to-do-it manual on a subject producing many a headache today, the booklet has been in constant demand since its initial appearance a few weeks ago. Price 25 cents, from the association, 315 Fourth Avenue, New York.

WPA to the Rescue—More than 4,000 of WPA's 36,000 trained recreation leaders have been assigned to programs near military stations and defense industry centers. The recreation programs are sponsored by the local communities, in many instances with the cooperation of civic clubs and churches, and include athletics, handicraft, dramatics and dancing. The WPA is also rendering service to men away from home because of the defense program through its music, art, writers and library projects.

Safe for a While—Threats to turn over the Westchester County (N. Y.) Center to commercial enterprise subsided last month when the County Board of Acquisition and Contract authorized the County Recreation Commission to continue managing the $1,200,000 building until 1943 at least. Previously the county had sought bids from private managers for concessions in the building when "taxpayers" complained of the cost of operating the public recreation program that serves from 25,000 to 30,000 persons annually. However, county officials changed their minds and rejected all bids when revenues from the center for the first three months of 1941 indicated that the total cost to the taxpayers this year would not exceed $3,000. It is hoped that the center may be self-supporting by 1942 as the cost to the public has steadily decreased since the building was opened in 1931. Revenues are obtained from concerts, boxing bouts, and other forms of entertainment. The organized program includes arts, crafts, dramatic and athletic activities run by the County Recreation Commission which has vigorously opposed sharing responsibilities with private concessionaires.

In Print—"Schedule for the Appraisal of Community Recreation" is a revision of a rating schedule for municipal recreation programs, first issued by the National Recreation Association in 1932. The revision takes into consideration the changes in conceptions of standards of service which have come about during the past decade. Price 50 cents. . . . "Securing and Maintaining Standards in Community Recreation Personnel" supplements an earlier report of a committee of the National Recreation Association entitled "Standards of Training, Experience, and Compensation in Com-

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munity Recreation Work." The new publication is offered as a guide to public recreation authorities in setting up personnel standards and procedures under a merit system. Price 15 cents. . . . Proceedings of the National Recreation Congress, 1940, contains all the formal addresses delivered at the Cleveland conference last year along with summaries of the group discussions. Price $1. . . . All from the National Recreation Association, 315 Fourth Avenue, New York.

Chicago Survey—One of the most exhaustive studies of recreation in a metropolitan municipality culminated not long ago with the publication of Volume V of the reports on the Chicago Recreation Survey, a project sponsored jointly by the Chicago Recreation Commission and Northwestern University. The final volume, edited as were its predecessors by Arthur J. Todd, the commission's chairman, summarizes the findings of six years of study and sets forth the commission's recommendations to the mayor and the City Council. The latter make up a broad twenty-five year plan for meeting the city's recreational needs, to include expansion of facilities and activities, development of a financial policy for municipally sponsored projects, improved methods for selection and training of personnel, and positive regulation of commercial entertainment, particularly of the undesirable variety such as taverns and gambling establishments.

Summer Camping—"Methods in camp can be influential either toward goose-stepping, dictation, subjection, obedience and discipline, or toward initiative, self-control, creativity, self-motivation, co-operation, and responsibility," says Roy Sorenson in "Camping in a Democracy," a report of the tenth series of Camp Institutes and Seminars held at George Williams College. That camp leaders are aware of the positive role that can be played by the camp in the strengthening of democracy is indicated by the problems they chose for discussion at the meetings: Developing a More Adequate Program for Older Campers, Facilitating the Democratic Process in the Camp, Stimulating Creative Experience in Campers, Camps and Other Community Agencies. Each of these topics was treated separately by "work sections" through group discussion and thought. Basic to the discussion on older campers was the realization of the need of bringing them more opportunities to carry more responsibilities. The discussion on the democratic process proceeded from the assumption of the importance of education to the "outcome of democracy." The section on creative experience agreed that "a kind of growth in the person" is the ultimate goal of creative expression in its attempts to identify the conditions in camp that stimulate or cut off such expression. In the section on relations with other community agencies the emphasis was on cooperative community planning of a camping program. The discussions and conclusions of the four "work sections" are summarized in the report by Harvie J. Boorman, Hedley S. Dimock, Harry D. Edgren, and Ray E. Johns. The report concludes with Mr. Sorenson's "Camping and the Current Social Scene," the closing statement at the seminar, which points up the significant interrelationship between the four problems of discussion. Price 85 cents, from the Association Press, 347 Madison Avenue, New York.

Moffett Studio

Louise De Koven Bowen

Chicago's leading citizen is Mrs. Joseph Tilden Bowen, aged eighty-two. So judged Chicago's Rotary Club, which last month presented her with a gold medal for outstanding service to the city, an award never before offered to any woman and bestowed on only four men since its establishment in 1929. In hearty agreement with the Rotary Club's judgment were Chicago's social workers who knew how true were the words of the citation: "To her the greatest obligation of freedom . . . has been the voluntary assumption of responsibility." In her long fight to improve the lot of her fellow Chicagoans Mrs. Bowen has played an active part in the creation and development of Hull-House, the United Charities, the Juvenile Protective Association, Visiting Nurse Association, Woman's City Club.

Professional

SOCIAL workers going down for the third time in their struggle with the annual report will find a welcome life-belt in "Annual Reports, and How to Improve Them," new publication of the Social Work Publicity Council edited by Mary Swain Routzahn. The mimeographed booklet points out the "do's" and "don'ts" of report writing through the use of six "case histories" showing how specific reports have been planned and executed. It also presents an outline of "essentials" for any report and a chapter on "features" including titles, service figures, financial statistics, forms of bequest, departmental reports, and the like. Price 50 cents from the council, 130 East 22 Street, New York.

Meetings—The twentieth annual meeting of the National Association of Legal Aid Organizations will take place in Baltimore in early October. . . . June 2-5 are the dates set for the annual convention of the Boys' Clubs of America to be held this year in New York. . . . The seventieth annual meeting of the American Public Health Association is scheduled for October 14-17 in Atlantic City. . . . "Health Services in a Defense Economy" is the theme chosen for the third annual convention of the Group Health Federation of America to be held in Milwaukee June 19-21.

Institutes—An institute of race relations and minority problems is to be held from July 6-26 at the Westtown School, Westtown, Pa., under the joint sponsorship of the American Friends Service Committee and the Committee on Race Relationship of the Society of Friends. Cooperating in the venture are the American Jewish Committee and the Anti-Defamation League of B'nai B'rith, the Common Council for American Unity, the Good Neighbor Committee on the Emigré and the Community, the National Association for the Advancement of Colored People, the National Urban League, and the Service Bureau for Inter-cultural Education. The institute will "consider the problems of minority groups within the national scene from the points of view of anthropology, psychology, sociology, economics, religion and education." Students who wish academic credit for the course may register through the University of Pennsylvania. For additional information inquire of the Institute of Race Relations, 20 South 12 Street, Philadelphia, Pa. . . . "The World We Want to Live In," has been chosen as the topic for the 1941 Williamstown Institute of Human Relations to be held at Williams College, August 26-29, under the sponsorship of the National Conference of Christians and Jews. Under this general subject will come discussions on economics and human relations, nationalism and world peace, foundations of a just and durable peace, Latin America's

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contribution to our culture, the world mission of American democracy. For further information address the National Conference of Christians and Jews, 300 Fourth Avenue, New York.

Summer Jobs—Forty settlements throughout the country are offering opportunities this summer for young persons interested in obtaining experience in neighborhood programs. Many of the positions include in-service training in certain phases of settlement work. Some provide maintenance or maintenance plus a small stipend; others charge a small tuition fee. For details, inquire of the National Federation of Settlements, 147 Avenue B, New York.

New—The curriculum for a one year graduate school of social work is being planned by Adelphi College, Brooklyn, in consultation with the New York School of Social Work. The plans include courses for full time students and extension courses for practicing social workers. Both may lead to a Master's degree. The new courses will begin next fall.

Social Workers' Club—When social workers in McCracken County, Ky., read in *Survey Midmonthly* about the movement of "qualified" and "unqualified" social workers to organize for professional stimulation [see "Social Workers are Joiners," by Kathryn Close, *Survey Midmonthly,* April 1940] they decided to give the idea a try. Now one year old, the McCracken County Social Workers Club has grown into an increasingly active and enthusiastic group, representative of fifteen public and private social and community agencies. Purpose of the club is "to coordinate more closely the operations of all participating members, to sponsor worthwhile movements which will benefit the city and county, and to keep the public informed of the activities of the various agencies." It has just completed a survey which reflects the sources of all the social service funds in the county, the amounts, the uses, the methods of selecting the recipients.

In Print— The size of the job awaiting those who would smooth out the wrinkles in public assistance administration is indicated by "Topics for Research Concerning Public Assistance Programs," a pamphlet recently issued by the Social Science Research Council's Committee on Social Security. Lengthy annotations describe the reasons for the need of further research in each of the suggested subjects, and throw out questions to serve as starting points. Some of the general topics: Determining the Degree of Need, Responsibility of Relatives, Property Ownership, Housing for Public Assistance Recipients. Price 50 cents from the committee, 726 Jackson Place, N. W., Washington, D. C. . . . With the aid of a staff committee appointed to study the purposes and use of the case record, the division of public relief of the Minnesota Department of Public Welfare has issued "Recording," a formulation of procedures in case recording for the use of its staff members. In addition to detailed instructions for the presentation of material, the manual contains an outline of the general characteristics of good case recording, a guide which in the interests of clarity and efficiency has pertinence for relief set-ups everywhere. . . . "The Skills of the Beginning Case Worker," published by the Family Welfare Association of America, attempts to evaluate the work of new professionals from the point of view of the school, the agency, the worker. The three papers, by Florence Hollis, Lucia B. Clow, and a study committee of first-year workers, were presented at the National Conference of Social Work last May. Price 30 cents from the association, 122 East 22 Street, New York. . . . New among periodicals is *Caritas,* a quarterly published by the students and graduates of the Boston College School of Social Work. The first issue contains a description of the social worker's role in a psychological clinic, a story of the origin of the Catholic Youth Organization, a biographical sketch of a Massachusetts social legislator, school and alumni news.

Revised—The fifth printing of Joanna C. Colcord's popular book, "Your Community," published by the Russell Sage Foundation, recently appeared as the first printing of the second edition, a thorough revision based on consultation with various groups which have used the work. Since its first publication two years ago this book of annotated questions for community study has found widespread use as a textbook, a syllabus for group study, a guide for individual social workers. Price 85 cents from the foundation, 130 East 22 Street, New York.

People and Things

IN an effort to aid at least some of the 100,000 men, women, and children in French concentration camps, five organizations cooperated last month in launching a $100,000 rescue fund campaign: the Emergency Rescue Committee, Frank Kingdon, chairman; the American Friends of German Freedom, Reinhold Niebuhr, chairman; the International Relief Association, Charles A. Beard, chairman; the New World Settlement Fund, Oswald Garrison Villard, chairman; the Spanish Refugee Relief Campaign, Bishop Francis J. McConnell, chairman. The money will be used to evacuate from France those whom it is possible to get out, and to improve living conditions for others by providing food, clothing, soaps, and medicaments. According to reports which have sifted through from abroad, fifteen to twenty persons die each day at the camp Argeles; twenty-five each day at the camp Gurs.

Settlement Workers—This month Alfred Rath, who has been on the staff of the Smith Memorial Playgrounds, Philadelphia, takes up duties as director of boys' work at the North East Neighborhood House, Minneapolis; Roswell Caulk, for several years director of boys' work at the Union Settlement, New York City, begins work in Steubenville, Ohio, as director of parks and recreation; Ruth Schacht leaves the University Settlement, Cleveland, to go to New York to become the Union Settlement's director of group work.

Public Service— As a result of civil service qualification Vivian C. Mason has been appointed director of field administration of New York City's Department of Welfare, succeeding Maude Hamilton. Mrs. Mason has been head of a district home relief office in the Bronx. She is the sister of Elmer C. Carter, editor of *Opportunity, Journal of Negro Life.* Last month the department secured Edward E. Rhatigan, formerly acting director of public assistance for the New York State Department of Social Welfare, to serve as its director of public assistance in place of Hugh R. Jackson, resigned. . . . After six years of employment as a New York State parole officer, Isaac Fuhrman has resigned to become a probation officer for the Kings County Court, New York, working under Edmund Fitzgerald, the court's new chief probation officer. . . . The Federal Security Agency's newly appointed director of defense training is Col. Frank J. McSherry, U. S. A. He has supervision over the training programs carried on by the U. S. Office of Education and the NYA and CCC defense projects. . . . Harry V. Gilson, formerly located in Cleveland as assistant regional director for the NYA, has been called to Washington as chief of the NYA resident center section. . . . Michigan has a new director of corrections in Garrett Heyns, erstwhile warden of the Michigan Reformatory.

Fire—Less than ten minutes after all the children had left the B. F. Nelson Memorial Settlement, Minneapolis, Minn., on March 28, fire gutted the fifty-seven-year-old building which that evening had been closed a half hour earlier than usual. Some records and

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equipment were saved by staff members and neighbors, but the building was damaged beyond repair. While the settlement is looking for new quarters the neighborhood children are being transported in station wagons to take part in the programs of settlements in other parts of the city. The kindergarten, play school, and girls' club work are being carried on in a small building lent by a local brewery.

Honored— The 1941 William Freeman Snow Award for distinguished service to humanity was presented recently by the American Social Hygiene Association to Sybil Neville-Rolfe, for the past sixteen years secretary general of the British Social Hygiene Council. At the same time honorary life memberships in the association were presented to Dr. Hugh Smith Cumming, retired surgeon general of the U. S. Public Health Service, and to Dr. Rachelle S. Yarros, professor of social hygiene at the University of Illinois. Both were pioneers in establishing the association, Dr. Cumming having been its first president.

Chairmen— New chairman of the American Committee for Christian Refugees is the Rev. Dr. John H. Warnshuis, pastor of the Brighton Heights Reformed Church, Staten Island, New York. Dr. Warnshuis succeeds Dr. E. Graham Wilson, general secretary of the board of national missions of the Presbyterian Church in the United States. . . . Joanna C. Colcord has succeeded the late Mrs. John M. Glenn as chairman of Hospites, American social workers' organization for aid to displaced foreign social workers.

Good Neighbors—A repeat performance of last summer's Girl Scout Western Hemisphere Encampment is scheduled to take place this summer at Camp Bonnie Brae, East Otis, Mass., August 11-25. Teen-age girls from fifteen American countries have been invited to camp with Girl Scouts from the United States. The guests have been asked to bring examples of their native arts and crafts and to be prepared to teach some of their native songs and dances. Their American hostesses will make similar contributions. The encampment is supported through the Juliette Low Memorial Fund, maintained by pennies contributed by Girl Scouts in this country.

SARAH T. DISSOSWAY died last month at her home in Meriden, Conn., where for eight years she was general secretary of the Community Welfare Association. For a number of years she was associated with the Brooklyn Bureau of Charities and with the Church Mission of Help.

Readers Write

After the Storm

TO THE EDITOR: So much extra-local interest is evident in current developments and activities of the Family Service Society of St. Louis County that perhaps your readers would like to know what has happened in sequence to the events described in your article "Professional Problems" in the January *Midmonthly*.

For some months the board, staff, and agency administration of the Family Service Society of St. Louis County have been quietly at work. During the course of reviewing our agency picture we have had consultative help from the Family Welfare Association of America and the services of a specialist in personnel. Some of the results of these efforts now can be reported.

A progressive step taken in the fall of 1940 was the board's declaration of an official policy of unequivocal commitment to staff participation on major changes of policy or structure. In the discharge of this commitment the agency sought to set up a process and a structure through which there could be continuous interweaving of board thinking and staff experience, along with management, throughout the whole process of policy making. The first of these structural additions to administration came with the setting up of a joint board-staff committee to which staff and board each elected three representatives. For four months this committee has been meeting frequently and thoughtfully with the executive secretary and the case supervisor. Many aspects of the program and structure of the agency have been reviewed. A number of major decisions have been made and effectuated after proposals formulated by this group have been discussed back with board and staff by their particular representatives.

A similar process, correlating board and staff thinking, has been going on for several months in the field of employment practices and personnel policies. The board has set up its own personnel committee as advisory to itself and to the agency executive. There is a corresponding group in the staff. These two groups have met from time to time with the entire professional staff in securing consultation on proposals of certain changes in administrative aspects of personnel policy. After staff discussion, the staff personnel practices committee has revised its statement of function, clarified its concepts of participation in relation to board and agency administration, and has begun a study of personnel policies. It considers one of its functions as that of a channel of communication between board and staff on questions of employment practice as: union representation; procedures relating to this representation by unions or other outside organizations on conditions of employment; personnel selection and separation; grievance procedures; conference time and expenditures; and agency reimbursement to staff members using their own cars in agency business.

What do these innovations of management practice and agency structure mean? They mean that the agency has set up a process whereby both board and staff participation can be related effectively to each other and to the management function. Defined and orderly channels are set up through which ideas or proposals can be initiated in any part of the agency's structure with means of testing and channels for review which pool the experience, viewpoint, and knowledge of the board member, the staff member, and the administrative personnel. The traditional gulf between board and staff has been replaced by a working acquaintance and respect growing out of common objectives and work at a common task. In addition to the line of communication through the agency executive, there are several channels for direct contact and working relationships between board and staff.

As a final step in placing the agency in a position to go forward, free from any trace or symbol of past controversy, the executive secretary has placed his resignation with the board to take effect in the period July 1 to September 1. It is his purpose in so doing to eliminate the last factor under his own personal control, which might prevent or delay the utilization of agency strengths. In resigning he wishes to salute the members of the board and staff of the Family Service Society of St. Louis County who have, despite odds and complicating pressures, achieved an outstanding demonstration of effective board-staff collaboration to maintain and strengthen the agency's service to clients.

Executive Secretary ROBERT S. WILSON
Family Service Society of St. Louis County, Clayton, Mo.

No Slight Intended

TO THE EDITOR: In your April issue you say the people of Boston in their 1941 Community Fund drive contributed the largest amount of money ever raised in the United States in a community campaign—$4,906,333. The Emergency Relief Campaign in Chicago, 1931, raised $10,500,000 which was distributed by private welfare agencies to meet emergency needs. Your statement may be correct as to funds raised for normal needs.

FRANK D. LOOMIS
The Chicago Community Trust

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Book Reviews

Ancient Responsibility

GOVERNMENT AND THE NEEDY, by Paul Tutt Stafford. Princeton University Press. 328 pp. Price $3, postpaid by Survey Associates, Inc.

A STATE is fortunate which has within its borders a great university keenly conscious of the mutual responsibility of the people and their government. New Jersey acknowledges its debt to Princeton University from which has come during recent years a steady flow of solid research in fields of government, translated by the Princeton Local Government Survey into understandable terms for the New Jersey citizen.

"Government and the Needy," by Paul Tutt Stafford, is the most recent contribution in this series of surveys. It enters a field of governmental responsibility and administration which is, perhaps, in the greatest state of confusion —the ancient responsibility of general relief.

After a brief but comprehensive review of the historic development of legislative policy and administrative practice, the author relates the basic responsibility of relief to present-day programs, and analyzes the present administration (not overlooking the quality of personnel) of general, categorical, and federal work relief.

His critical discussion of the local administration of relief is based on a sampling study of forty-nine municipalities, at least one in each county of the state. Here he emphasizes that: "The evidence of local disregard for legislative mandates, widespread non-compliance with administrative regulations, and open disapproval of state policies and methods . . . all point to the general failure of state supervision in relief administration at the municipal level." He places the responsibility for this on the "shortcomings of public policy, defective central organization, and lack of vigorous state administrative leadership"; and he concludes that: "So long as these conditions prevail in the general relief service the entire system of relief-giving in the state will remain disorganized, uncoordinated, and wasteful."

One of the most carefully considered chapters in Professor Stafford's book is that dealing with categorical relief, in which he examines the activities of county welfare boards and points out that "special emphasis has been placed by the state supervisory agency on the development of uniform administrative standards throughout the state. . . . In all these activities every effort has been made to foster and maintain cordial state-local relations. The remarkable success which has attended this effort is no doubt largely responsible for the present effectiveness of the state's old age assistance program." One of the principal reasons for the success of state and local cooperation has been, he says, that "the state authorities in their dealings with local officials have emphasized cooperation rather than coercion. . . . The results achieved conclusively demonstrate the vital importance of this technique in the whole field of state-local administrative relations."

In a carefully reasoned statement Professor Stafford discusses "Lines of Reform," and proposes a program for the future based upon the conception that public assistance, in its various phases, will be a continuing obligation of government. He advocates an integrated administration of categories and general relief, with a state "works program" closely correlated with the assistance program which shall bring into alignment federal grants-in-aid to states and establishment of standards; state administration and supervision through a permanent department of government already responsible for "categorical relief administration" with grants-in-aid to local units; and a flexible method of determining the size of the local unit for purposes of administration. Financial responsibility should be shared by all three governments through a system of federal and state grants-in-aid.

Professor Stafford points out that the present conditions in New Jersey are not unique and that they obtain generally throughout the country. He says: "There is ample reason, therefore, to believe that with appropriate safeguards the extension of the federal grant-in-aid principle to cover the entire relief program would result not in a return to the old poor-law principles but in a general, nationwide improvement over the standards currently prevailing in the administration of the general and work relief services. . . . The development of a completely integrated state program of public assistance will depend ultimately upon the adoption by the national government of the proposed plan of federal-state relations covering the entire relief field. . . . If the state will first put its own relief house in order, integrate its basic public policies, reorganize and stabilize its administrative system, then the prospects for this final and ultimate step will be immeasurably enhanced."

This is a good book. If it shall serve to stimulate similar research in forty-seven other states, we may ultimately arrive at a solution of the problems of relief administration created by the unplanned development of such service during the last three hundred years.

WILLIAM J. ELLIS
ELLEN C. POTTER, M. D.
New Jersey State Department of Institutions and Agencies

Appeal to Latent Larceny

THE BIG CON, by David W. Maurer. Bobbs-Merrill. 300 pp. Price $2.50, postpaid by Survey Associates, Inc.

THIS is probably the first study of the confidence man and his rackets which is as thoroughgoingly scholarly as it is readable. Dr. Maurer is a professor of English at the University of Louisville, and "The Big Con" is a by-product of his extensive researches in the field of underworld linguistics. He is not interested in sensationalizing his material, and the explosive nature of the book arises simply out of the sober facts he records.

The book describes in detail what the various confidence games are, how they are played, something of their history and the backgrounds and characters of individual "con men." There are even explicit accounts of how banks are fixed to handle the huge sums of money to be taken from the suckers, and how police and government officials are fixed to keep the victim from making trouble. And being a scholar in speech, Dr. Maurer tells his story in the lingo of the con men themselves. There is a copious glossary of terms used in the various rackets.

The "grift," or criminal profession, is not to be conceived of as a nationally organized business run by some supercriminals, Dr. Maurer warns. Rather, it is pretty much of an individualist's calling. Big con men, he says, are the elite of the underworld, looked up to enviously by lesser lights. They are usually distinct from other criminals who live by their wits, by reason of their social backgrounds. "Most of the best ones grew up with the rackets, especially with the short con, before they turned out on the big con."

The basic principles of the big time confidence game, as outlined by the author, vary little from game to game. They consist of locating and studying a well-to-do victim, gaining his confidence, persuading him he can make a large amount of money dishonestly, tempting him by allowing him to make a small sum before "putting him on the send" for a large amount, then fleecing him, getting him out of the way as quickly as possible, and bribing the authorities to forestall possible legal action. Whatever the form of the game, this formula is applied.

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Dr. Maurer has the scientist's detached interest in his subject. He got his information through long periods of patient interviewing of many professionals, and he reports his findings without moralizing. He sees the con man as a superbly clever and intelligent artist in crime, who makes his living appealing to the latent larceny in the blood of his victims. "Confidence men," the author concludes, "trade upon certain weaknesses in human nature. Hence until human nature changes perceptibly there is little possibility that there will be a shortage of marks for con games."

WILLIAM F. SWINDLER
University of Idaho

People and Parents

FAMILIES, by Karl Schriftgiesser. Howell, Soskin. 443 pp. Price $3.

THROUGH CHILDREN'S EYES, by Blanche C. Weill. Island Workshop Press. 365 pp. Price $1.75.

CHILDREN ARE PEOPLE, by Emily Post. Funk and Wagnalls. 383 pp. Price $2.50.

Postpaid by Survey Associates, Inc.

OF the many ways of writing social history, Karl Schriftgiesser has chosen one of the most ingenious and engaging. He tells the story of ten notable American families in a style which might be called expertly journalistic and with a tone which historians should respect. The scheme of the book is chronological and his subtitles might make an interesting set of questions for one of the innumerable "quiz" programs now filling the ether. These American families are designated as God's Family, A Family of Minds, Statesmen and Soldiers, Royal Family, They Ruled the West, Powder and Power, Oil to Radio City, and Big Stick and New Deal. This list omits the Adamses and the Astors and the Vanderbilts but I feel certain that most readers will be able to identify the others readily.

Aside from the bright light which these families shed upon American social history, the book makes fascinating reading as sheer literature. What I mean may be felt in the following passage commenting on the elder James, father of the two brilliant sons, William and Henry: "When in his own land he longed for the calm, old, dignified way of Europe; when there, he wanted to be back home again. What he really wanted was Europe in America, and when he found he could not have it, he went to Boston; and he lived the rest of his life there and in Cambridge, a beloved and cosmopolitan figure of society, bespectacled and bearded, the philosopher, seeker of truth, lover of his kind, author of books, and student to the end."

As usual, when studying American social backgrounds, one is struck by the heterogeneous character of the stock from which our character is derived. The Adams and Beecher and Lee families stem from England; the Astors, Vander-

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bilts, and Rockefellers are of German descent with, in the case of the Vanderbilts, an admixture of Spanish blood; the Drews and the Barrymores are Irish; the Guggenheims are Swiss-Jewish; the du Ponts, French; and the Roosevelts Dutch. But, I must leave discoveries of this variety to the reader. My judgment about the book as a whole and in its parts is clear: this is a first rate piece of American writing.

Blanche Weill is a practicing psychologist who has given consultations to innumerable troubled parents. In "Through Children's Eyes," she condenses and simplifies her experiences in a way which should prove helpful to thousands more. The plan of the book is admirable; its structure proceeds from this simple proposition: Children Facing Intolerable Situations. The remainder consists of case material taken from actual experience classified under a variety of situational categories, such as: They Thought They Were Not Loved, In the Grip of an Ancestor, When Children Worry About Sex, and so on. At the end she adds a brief section on psychological summaries for a selected number of cases. This is definitely a book for parents and beginning students. Its language is non-technical and its overtones are humanly non-professional.

It was inevitable, I presume, that Emily Post should sooner or later turn her attention to the problems of family life and child-rearing. And, in the light of her preoccupation with etiquette and good manners, it was also inevitable that she should begin her dissertation entitled "Children Are People," with these words: "For a long time I have listened without protest to the opinions of certain moderns who had convinced themselves that the home training of yesterday was all wrong, and that the parents of today have alone laid out the course that is right. But I never did think so. It is frankly my opinion that the encouragement of unrestrained self-expression has gone too far, and that what parents and children of the present day really need is a return to the sanity, the simplicity—and the discipline—of ideal home life."

Scattered throughout this curious volume are many shrewd psychological insights, but the book as a whole must be regarded as one of the many current attacks upon progressive education, or what some critics assume to be progressive education. The adults of this generation are perplexed; they have on their hands a new type of youth, youngsters who do not enjoy being "pushed," who are somewhat sullen about rejecting the values of their civilization, and who expect very little guidance from their confused elders. It is natural under these conditions that there should be a demand for the "good old days" when children were good and well-behaved. But, I fear that the wish for "going back" is motivated by adult insecurity and that the hope of the future does not lie with those who wistfully long for that which is unrecoverable.

New York EDUARD C. LINDEMAN

Across the Border

CANADIANS IN AND OUT OF WORK, by Leonard C. Marsh. 503 pp. Order direct from Oxford University Press, Toronto.

WHILE designed primarily to give a broad national perspective on problems of unemployment and relief in Canada, this latest addition to the McGill University Research Series may be a landmark in the promotion of enlightened social planning everywhere. No one can read it without acquiring a deeper insight into the structure of the working population and the nature of the socio-economic barriers between its different segments. Indeed, many pseudo-social philosophers, who assume that economic stratification is merely the result of personal progress and achievement, with the less able inevitably occupying the lower strata, may find in it a much needed reorientation of social outlook. Those of us who still cling wishfully to the thought that the Western World is the land of opportunity unfettered by hereditary distinctions may be shocked to find in Canada and, by inference, in the United States, a socio-economic class structure quite as relentless and infinitely less secure than that which our immigrant forebears so eagerly forsook.

With deft use of available data and penetrating qualitative analysis, Mr. Marsh shows how race, religion, income, mobility, vocational preparation, and education contribute to the basic economic class structure of Canada's working force, and the extent to which these factors either accentuate or modify that structure. He then is able to approach the problem of unemployment and relief realistically, but in doing so he arrives at rather distressing conclusions: the poverty line, though most clearly marked in the lowest economic class, runs vertically through the whole occupational structure; prolonged unemployment contributes to the unemployables; the public school system has not undertaken the vital problem of training the majority of young people for their clearly indicated future; present-day relief rolls are

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swollen by the victims of earlier public parsimony practiced in secondary education and vocational guidance.

The author's conviction that the "submerged tenth" must become an accepted factor in our social thinking, and his belief that the future of the democratic way of life depends upon our ability to reconcile class differences rather than to attempt to integrate the classes at a common level, are more realistic than Marxian. Both unduly comforted conservatives and perplexed liberals should make their own appraisals of the validity of his findings.

JOSEPH A. CRUMB
The University of British Columbia

Children's Meals

YOUNG FOOD, by Helen Train Hilles. Duell, Sloan and Pearce. 253 pp. Price $2.50, postpaid by Survey Associates, Inc.

FOR modern mothers who know what foods will provide all the essentials for good growth and health development of their children, but who are searching in addition for new ideas and new ways to add interest to their children's food, this book will be useful.

There are suggestions and menus for a variety of occasions: among others, menus for the whole family and how to fit the children's meals to those for adults; meals for younger children and for older children; new ideas for school lunches; the convalescent child, and suggestions for varying the routine, his food and the serving of it; children's parties and how to give them.

There are many and varied recipes, ranging all the way from methods of transforming bread and crackers, to candies and their use and misuse. Although the majority of the suggestions are for families with a comfortable margin in their food budgets, there are some suggestions for the use of less expensive foods which are just as nutritious and with imagination and skill often can be made just as attractive as expensive items.

LUISE K. ADDISS
Consultant in Home Economics
Community Service Society
New York City

Basic Problems

THE ADOLESCENT PERSONALITY, by Peter Blos. Appleton-Century. 517 pp. Price $3, postpaid by Survey Associates, Inc.

THIS volume represents part of the work of the Commission on Secondary School Curriculum set up in 1932 by the Progressive Education Association. It is largely taken up with detailed accounts of four individuals. Dr. Blos has gone in for a good deal of interpretation which the reader in many places may feel to be a bit unreal.

A section of some 100 pages on the "Theory of Adolescent Development" presents, with excellent commentary and much verbatim material, the basic problems of emancipation from adults, adjustment to physical changes, adjustment to the opposite sex. But again there is a certain disproportion between the stormy nature of the material and the rather neat interpretation. Dr. Blos accurately catches the boisterous timidity of adolescence and all its blustering anxiety. His people are real and appealing.

The book tries to reach too large an audience. The social worker very much needs its true and carefully annotated picture of adolescence. But there are some pretty bad gaps in information that may lead her to wonder how carefully the job was done. The teacher, as we know her, requires precisely this sort of material but might not have the background to profit from the extremely analytical interpretation.

If the author had made two volumes of this, both with the same honest, realistic, basic material, one for the social worker and one with a minimum amount of interpretation for the teacher —well, that would have been a magnificent job!

JAMES S. PLANT, M.D.
Essex County (N. J.) Juvenile Clinic

Answer to Challenge

LEARNING THE WAYS OF DEMOCRACY: A CASE BOOK IN CIVIC EDUCATION, by the Educational Policies Commission. Published by the National Education Association and the American Association of School Administrators. 486 pp. Price $1, postpaid by Survey Associates.

IN the fall of 1939, *Survey Graphic* brought out a special number, "Schools: the Challenge of Democracy to Education," which raised many questions as to the educational experience of young Americans, and particularly as to their preparation for the responsibilities and the privileges of citizenship in a democracy. In effect, this "case book" is the answer of the secondary schools to that special number.

The report is based on a field study of ninety highschools (public and private) in twenty-seven states, conducted between September 1939 and January 1940. The opening chapter states and discusses six different concepts of democratic educational experience as they were encountered in six school situations. The commission then proceeds with its "account of what good schools are doing to develop good American citizens." There are chapters on curriculum, classroom teaching, out-of-class school activities, school activities in the community, administration, and three concluding chapters on "Evaluation," "Things to Be Done," "Where Stands Your School?"

Here are detailed accounts of an assembly in a huge city highschool in which eighty pupils, newly arrived from nine European countries, gave the student body a heightened sense of what democracy means; of boys in a small North Carolina consolidated school who carried their study of botany out of the classroom and beautified the school

(Continued on page 167)

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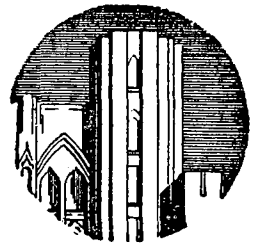

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